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City of Palo Alto
CITYWIDE LAND USE AND TRANSPORTATION STUDY

Report on Existing Land Use
And Potential For Additional Development

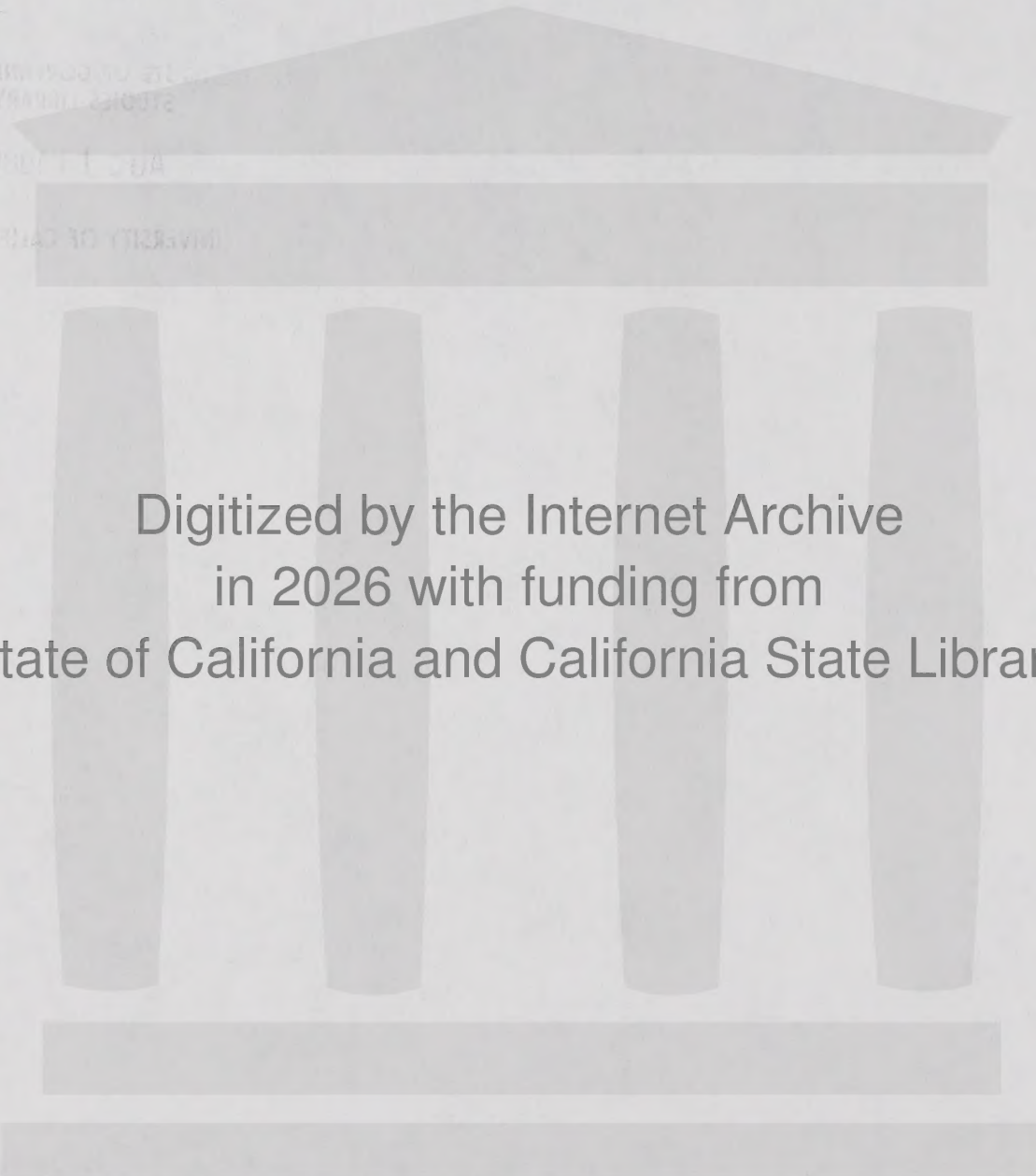
January 10, 1986

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CITYWIDE LAND USE AND TRANSPORTATION STUDY
REPORT ON EXISTING LAND USE
AND POTENTIAL FOR ADDITIONAL DEVELOPMENT

This report presents detailed data on the amount of development in Palo Alto's commercial and industrial zone districts as of December, 1985, and estimates the potential for additional development based on current zoning. It also projects future housing development in areas that are now or could be zoned for multiple-family housing.

The major sections in this report are:

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BACKGROUND

This report is the first report in the City's Land Use and Transportation Study which began in October, 1985. The purpose of the study is to review and analyze comprehensively all of the commercially and industrially zoned areas of the City which have not been covered by other special studies in the past three years. The study is to be the basis for updating the Land Use and Transportation Elements of the Comprehensive Plan. Concurrent with the City staff's collection of land use data, a consultant has been collecting data on existing traffic conditions. By combining the data on existing land use and traffic conditions, it will be possible to make comparisons between present-day conditions and what conditions can be expected to be like under various amounts of additional growth. There is the potential for tremendous growth under existing zoning. The next major report in the Citywide Study will present information on the impacts of additional growth.

The objectives of the Citywide Land Use and Transportation Study are:

A. Land Use

1. Update the land use policies and zoning of commercial and industrial areas of the City, which have not already been the subject of recent land use studies.
2. Review the zoning of recently studied commercial and industrial areas, in light of findings from the comprehensive traffic study, and for consistency.
3. Evaluate compatibility of zoning standards and uses with the specific functions of commercial and industrial areas.
4. Reduce excess development potential in areas where the current uses are considered desirable and are inconsistent with the scale of development permitted.
5. To the extent which is reasonable, bring the development potential of each commercial area into accord with the existing and expected traffic conditions which affect the area.
6. Identify potential sites and incentives for housing in commercially and industrially zoned areas.
7. Develop citywide employment and housing estimates for the new land use policies.
8. Prepare a revised Land Use Map and Land Use Element of the Comprehensive Plan.

B. Transportation

1. Determine traffic related impacts of alternative land use strategies on the Palo Alto major street network (collectors, arterials, expressways and freeways).
2. For the specific commercial and industrial areas, which are the subject of focused study, determine the traffic related impacts of alternative land use strategies on a more detailed street network (inclusive of some local streets).
3. Determine traffic related impacts of regional and adjacent area development outside of Palo Alto on the Palo Alto major street network.
4. Determine the impact that alternative levels of utilization of bus, train, car pool, van pool, bicycling, walking, and other

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transportation system management (TSM) strategies could have on traffic impacts. Propose specific TSM measures to be implemented.

5. Identify and recommend transportation system improvements and mitigation measures to improve traffic operations and reduce related impacts.

C. Environmental Review

1. Approve a "program EIR" which evaluates area-wide environmental impacts on an area-wide basis, which will reduce the need for future private project environmental assessments, and will establish uniform traffic mitigation requirements for future projects.
2. Establish a sufficient factual and forecasting basis for evaluating air quality impacts of growth possible under the Land Use Map and zoning.

The entire study is expected to take about 1-1/2 years. In this first phase, we are soliciting public response to the factual data which has been collected. We are also proposing and seeking suggestions for alternative development scenarios to be analyzed for each area and each zone district. After the Planning Commission has reviewed the data, heard from the public and approved a set of scenarios, staff and the traffic consultants will develop land use, traffic and air quality projections for them. Impacts of development under the alternatives will be identified. At the next stage of public involvement, the findings on the alternative scenarios will be presented and future zone changes will be proposed. In the final phase, an Environmental Impact Report will be prepared for the selected set of Comprehensive Plan and zone changes.

ORGANIZATION OF DATA

The commercial and industrial zone districts in the City have been divided into nine geographical study areas. This report first summarizes the data for all nine areas and then describes each area separately. A map is included with each area.

Each study area encompasses several commercial and industrial zone districts. Some of the study areas include multiple-family zones if the multiple-family zones lie within or immediately adjacent to commercial and industrial zones. In addition, all five secondary school sites (Palo Alto, Gunn, Cubberley, Jordan, and (former) Wilbur) have been included. The school sites represent the largest potentially developable sites in Palo Alto (with the exception of property in the Sand Hill Road Corridor). By June, 1986, the school district expects to decide how many schools to close because of declining enrollment, and by January, 1987, it expects to decide which one(s) will be closed. Alternative development scenarios will be considered for all five secondary

school sites as part of this study. Suggested development alternatives will be the subject of a separate report.

The nine study areas vary in size from the 140,830 square feet of development in Midtown (Area 3) to the 9,128,800 square feet of development in the El Camino/Stanford Research Park area (Area 8). Within each study area, there are further breakdowns of existing and potential development for each zone district and of types and amounts of land use (e.g., offices, retail, financial services, etc.). Also within each study area, there is discussion of recent development activity, "problem" sites, housing potential, and the types of future development scenarios that might be considered for each area.

Although nine areas are defined for this study, several of them will only receive cursory review because they are the subject of recent or current studies. One of the areas is Downtown (Area 1). An Environmental Impact Report and recommended policy and zone changes are currently being reviewed by the Planning Commission. Another area is the East Bayshore Area (Area 4) which was studied and rezoned in 1983. Several other parts of study areas have been also excluded. They are the Park Boulevard Area, the former Maximart site and the California Avenue business district (within Area 7) and the San Antonio/West Bayshore Area (within Area 5). An Environmental Impact Report and recommended Comprehensive Plan and zoning changes for the San Antonio/West Bayshore Area are scheduled for City Council review on January 13, 1986.

Although these areas will not be re-studied, their development potential under recently-approved or proposed zoning will be included in traffic projections for the alternative development scenarios.

ZONING ISSUES

The major determinant of the maximum amount of development allowed on a parcel is the floor area ratio established by the zone district. Floor area ratio (FAR) is an expression of the relationship of the amount of floor area to the size of the parcel. If the FAR is 0.5 to 1, the amount of floor area allowed equals .5 times the size of the parcel. In the case of a 10,000 square-foot parcel, a 5,000 square-foot building could be built.

The FAR is used to project "build-out," or maximum development in this study.

Although FAR establishes the maximum amount of floor area allowed, practical considerations of how to provide required parking, meet landscaping requirements, stay within building setback lines and other zoning ordinance restrictions all figure into how large a building is built on a site.

In a number of zone districts, the FARs have been temporarily lowered while this study goes on. Special, temporary limitations on amount of office space, to 5,000 square-feet per site, have also been established during the study for the Service Commercial zone district.

The lower FARs are expected to restrict development during the study. Below is a summary of the FARs by zone district with a notation of which ones have been reduced temporarily.

Table 1

Floor Area Ratios by Zone District and Temporary Restrictions

ZONE DISTRICT	FAR	TEMPORARY RESTRICTIONS
CC (Community Commercial)	3.0:1	Town and Country Village: 0.35:1 Stanford Shopping Center: Allowance of 110,000 square feet additional development replaces FAR.
CS (Service Commercial)	2.0:1	0.5:1
CN (Neighborhood Commercial)	1.0:1	0.5:1
OR (Office Research)	0.75:1	0.5:1
LM (Limited Industrial)	0.4:1	None
LM(1)	0.5:1	None
LM(3) and LM(5)	0.3:1	None
GM (General Manufacturing)	1.0:1	None*
GM(1)	0.5:1	None
GM(B)	1.0:1	None
PF (Public Facility)	1.0:1	None

*But proposed to be permanently changed to 0.5:1 as part of the San Antonio Road Study.

"Remaining development potential," as shown in the following tables, is based on the FARs in the zoning ordinance, not on the temporary restrictions. However, one of the development scenarios for each area and each zone district should be based on development under the temporary restrictions.

SUMMARY OF CITYWIDE DATA ON DEVELOPMENT

The following table summarizes data on existing commercial and industrial floor area by study area. It also shows how much development could occur in each study area under existing zoning.

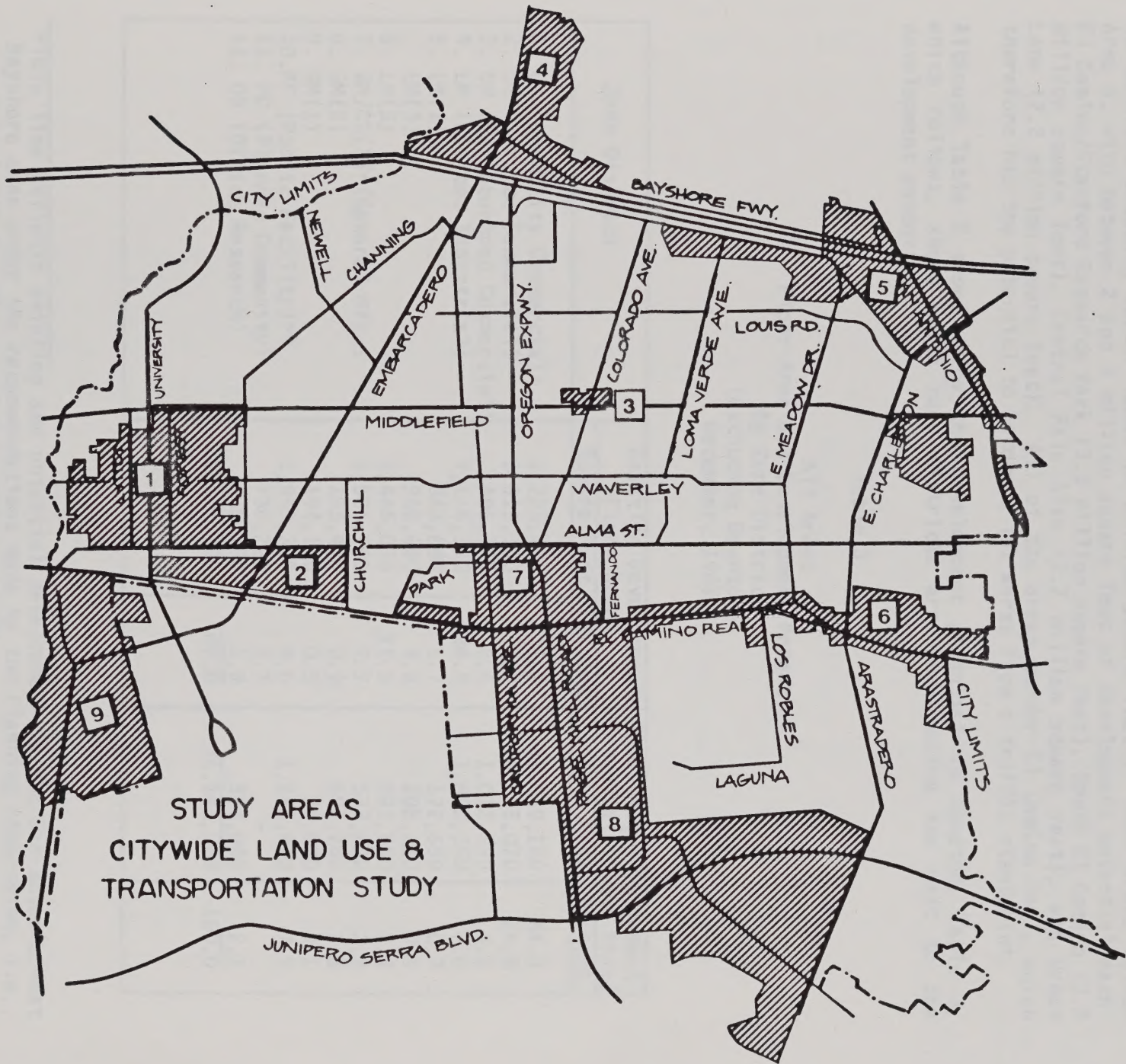
Table 2
Floor Area and Development Potential
December, 1985

Study Area	Existing Development (Floor Area)		Remaining Development Potential (Floor Area)	
	Square Feet	Percent	Square Feet	Percent
1. Downtown*	3,400,000	14.2	1,188,000- 1,528,000	5.8
2. Urban Lane	543,350	2.3	2,478,720	9.5
3. Midtown	141,670	0.6	255,420	0.1
4. E. Bayshore	1,142,330	4.8	714,230	2.7
5. Southeast**	3,039,190	12.7	1,597,540	6.1
6. South El Camino	1,170,250	4.9	3,288,090	12.6
7. Central Palo Alto	1,726,420	7.2	2,689,880	10.3
8. El Camino/Stanford Research Park	9,128,800	38.2	3,375,380	13.0
9. Sand Hill Road Corridor	3,599,470	15.1	10,242,680	39.1
	23,891,480	100.1	24,641,940- 26,169,940	100.0

*Remaining development potential is based on proposals made by Downtown Study Committee. In addition, the Downtown is proposed to have annual growth limitations allowing from 0 to 70,000 square feet to be built each year.

**Remaining development potential is based on rezoning as recommended by the Planning Commission for part of this area (San Antonio/West Bayshore).

It is interesting to compare the locations with the highest existing floor area with those with the highest remaining development potential, because they are not the same. The El Camino/Stanford Research Park Area (which is also the largest area, geographically) has 38 percent of the current development, but would contribute only 13 percent of future development. The South El Camino Area, which has 4.9 percent of current development would contribute 12.6 percent of future development.



STUDY AREAS
CITYWIDE LAND USE &
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By identifying development potential within each study area, the table shows where the City's traffic system could be most greatly affected by future development. The Sand Hill Road Corridor (Area 9) easily has the greatest development potential (10.2 million square feet) and most of that potential is in Stanford Shopping Center lands (8 million square feet.) Four areas follow Area 9, with between 2 and 3 million square feet of development potential each: El Camino/Stanford Research Park (3.3 million square feet), South El Camino (3.3 million square feet), Central Palo Alto (2.7 million square feet), and Urban Lane (2.2 million square feet). All of the areas border El Camino Real, which therefore has the potential to become a lot worse from a traffic standpoint.

Although Table 2 shows where the development potential is located, Table 3, which follows, shows which zone districts are contributing the most to the development potential.

Table 3

All Areas
Floor Area and Development Potential
By Zone District
(Excluding Downtown)
December, 1985

Zone District	Existing Development (Floor Area)		Remaining Development Potential (Floor Area)	
	Square Feet	Percent	Square Feet	Percent
1. CC (Community Commercial)	2,275,780	11.1	11,049,160	44.8
2. CS (Service Commercial)	1,819,580	8.8	6,105,070	24.8
3. CN (Neighborhood Commercial)	498,760	2.4	1,012,590	4.1
4. LM (Limited Industrial)	7,116,340	34.8	1,862,350	7.6
5. LM(1)	343,890	1.7	172,550	0.7
LM(3)	948,690	4.6	208,210	0.8
6. LM(5)	2,446,070	11.9	591,550	2.4
7. GM/CS(3)*(General Mfg.)	1,585,100	7.7	533,890	2.2
8. GM(B)	188,440	0.9	601,740	2.5
9. GM(1)	194,150	0.9	24,800	0.1
10. PF (Public Facility)**	1,959,310	9.6	1,955,910	7.9
11. PC (Planned Community)	730,220	3.7	-	
12. OR (Office Research)	385,150	1.9	524,040	2.1
	20,491,480	100.0	24,641,860	100.0

*This line reflects existing and potential development in the San Antonio/West Bayshore area under the recommendations made by the Planning Commission, i.e., a 0.5 to 1 FAR for GM and a 0.3 to FAR for CS(3).

**Does not include school sites.

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Whereas the LM districts hold the largest share of existing development (53.6 percent of the total, or 10.9 million square feet), the CC and CS districts have the potential to add the most new floor area (70 percent of the remaining development potential, or 17.2 million square feet). The LM districts would contribute only 11.5 percent, or 2.8 million square feet to future development potential.

This data reflects the fact that the CC and CS zone districts have much higher FARs (3.0 to 1 and 2.0 to 1, respectively) than the other zone districts. The higher the FAR, the greater the development potential. Yet, present development in both those zone districts averages a floor area ratio around 0.35 to 1. This is an illustration of the discrepancy which seems to exist between what zoning allows and what property owners have, until now, found it economical to build.

The following table summarizes the amount of floor area that there is in each of the major uses.

Table 4
All Areas
Major Land Use Categories

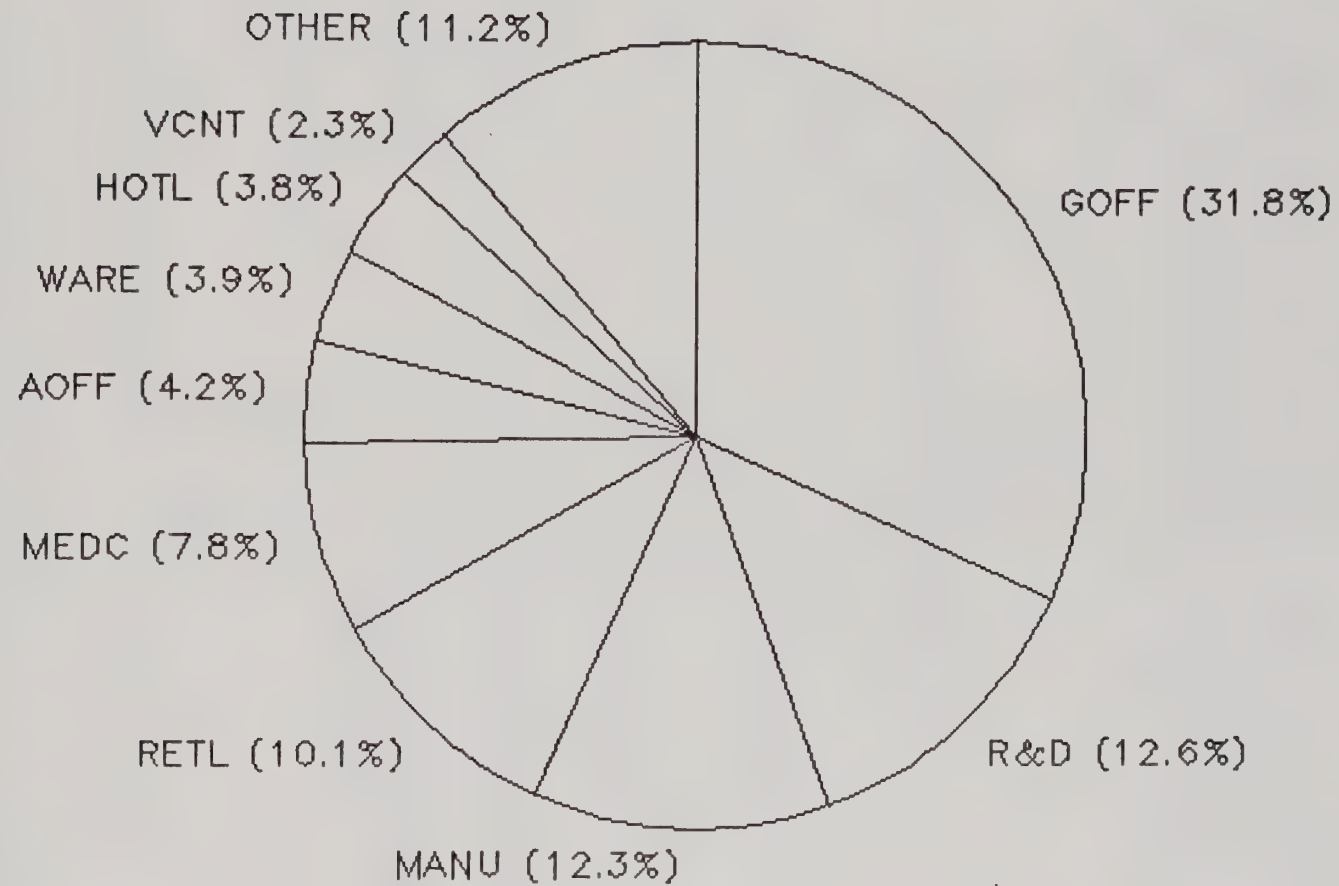
USE	SQUARE FEET	PERCENT
General Offices	7,550,568	32%
Research and Development	2,977,907	13%
Manufacturing	2,914,058	12%
Retail*	2,402,707	10%
Medical**	1,857,106	8%
Administrative Offices	987,490	4%
Warehouses	924,908	4%
Hotels	901,285	4%
Vacant	548,439	2%
Multiple Residential	479,623	2%
Auto Services	407,991	2%
General Business Service	375,910	2%
Eating/Drinking	234,183	1%
Personal Service	225,039	1%
Financial Service	176,505	1%
Restaurants	149,247	1%
Commercial Recreational	119,060	1%
Public	118,860	1%
Supermarket	87,081	less than 1%
Banks	80,905	less than 1%
Single Residential	43,760	less than 1%
Fast Food	31,135	less than 1%
Gas Stations	23,643	less than 1%
Animal Service	8,498	less than 1%
Parking	2,214	less than 1%
SUBTOTAL	23,628,122	100%
Other	85,793	less than 1%
TOTAL	23,713,915	100%

*Includes all of Stanford Shopping Center

**Includes medical offices and hospitals

CITYWIDE LAND USE

BY PERCENTAGE OF TOTAL DEVELOPMENT



HOUSING

Future housing development will impact traffic on City streets, but usually, in a favorable way as compared to commercial and industrial development. Traffic related to housing is more evenly spread through the day, and peak-hour trips are often not in the critical directions that cause congestion.

The following table summarizes the additional units that can be built in Palo Alto's multiple family (RM) zone districts. (Additional units could also be built in commercial and industrial zone districts.) It is unlikely that all 3,507 units would ever be built because major redevelopment would often be required. Also, site constraints (size of parcel, setback and landscaping requirements, and relationship to existing uses) will influence the actual number of units built.

Table 5
All Areas
Potential For Additional Housing
Under Multiple-Family Zone Districts

Area	Housing Units
1. Downtown	170
2. Urban lane	0
3. Midtown	30 (excludes units under construction)
4. East Bayshore	0
5. Southeast	214 (if rezoned as recommended)
6. South El Camino	289 (excludes units under construction)
7. Central Palo Alto	715
8. El Camino/Stanford Research Park	168 (assumes multiple-family zoning on old Mayfield School site)
9. Sand Hill Road Corridor	1,789
Alma Street	57
Other Areas	75
TOTAL	3,507

Note: These numbers represent maximum build-out. They include developed property where the present number of units is fewer than that allowed by zoning. Building additional units on those sites would probably require redevelopment.

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Development scenarios for the study areas will take into consideration possible additional housing sites and changes in RM zoning.

AREA 1--DOWNTOWN

Downtown Palo Alto has been the subject of a major study during the past two years, and is not the subject of the present Citywide Study. Growth in the Downtown will, however, contribute to the overall pattern of traffic in the future, and will be part of the traffic forecasts of the Citywide Study. Information on Downtown is presented in this report as background to identify the contribution of the Downtown to overall City growth.

The Downtown Study Area includes all commercially zoned properties between Alma and Middlefield and between Hawthorne and Addison. Also included are the public facilities within the commercial area and those along the Southern Pacific train tracks. Two main sub-areas are the area now zoned Community Commercial (CC), and the area south of Forest zoned CS (Service Commercial).

Existing development in the Downtown area includes approximately 3,400,000 square feet, distributed among land uses as shown in Table 4. The current CC and CS zoning would allow a total of 7,671,000 square feet of development, or nearly twice the existing density of the area. Rapid growth, parking shortages, and anticipated future traffic congestion were the major issues of the Downtown Study, which concluded that a major reduction in future development potential is needed.

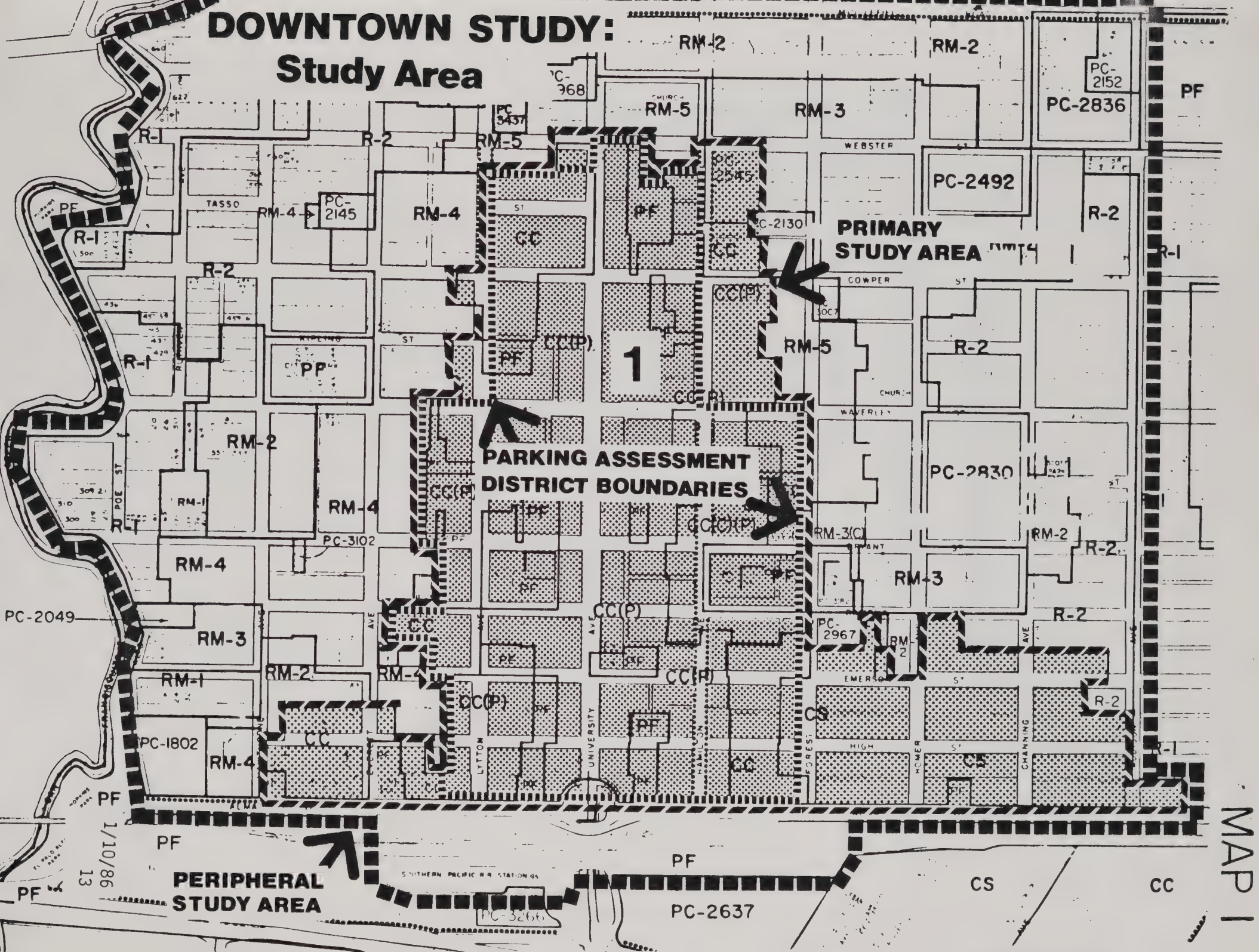
The Downtown study recommendations have not yet been adopted, and a variety of regulations is under review. The proposals for the area which have had the greatest support from the Downtown Study Advisory Committee call for reduction in total development potential to between 4,588,000 and 4,928,000 square feet, or from 1,188,000 to 1,528,000 square feet over the existing building level.

The committee has further recommended that this remaining build-out potential be regulated through an annual limit on the amount of building. The size of this annual limit is not yet fixed, but is proposed to be within the range of 0 square feet per year to 70,000 square feet per year. Floor area ratios have been recommended to be 2.0 to 1.0 in the CC zoned area, and 0.5 to 1.0 in the CS zone.

Within the RM zones, north of Downtown there is the potential to add 77 housing units, and south of Downtown there is the potential to add 94 housing units.

DOWNTOWN STUDY:

Study Area



MAP I

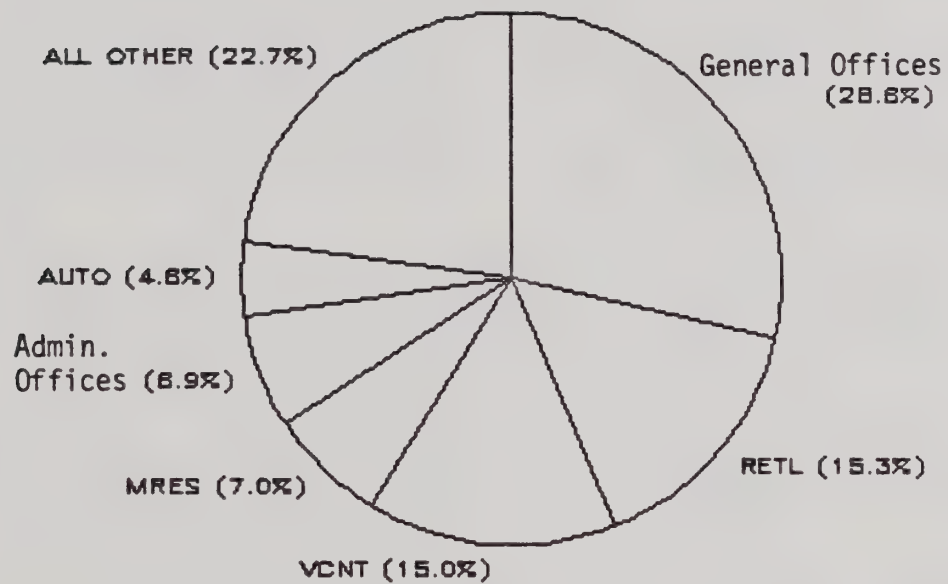
Table 6

Principal Uses - Downtown Study Area
(including buildings under construction)

Use	Floor Area (in thousands of square feet)
Retail	528.0 s.f.
Eating and Drinking	143.0 s.f.
Services (Personal and Business)	267.0 s.f.
Offices	1,415.0 s.f.
Financial Services	115.0 s.f.
Commercial Recreation	40.0 s.f.
Auto Services	146.0 s.f.
Hotel	140.0 s.f.
Manufacturing	31.0 s.f.
Warehousing	74.0 s.f.
Public and Quasi-Public (Public facilities, Churches, Private Clubs)	137.0 s.f.
Residential	264.0 s.f.
Vacant	100.0 s.f.
TOTAL	3,400.0 s.f.

LAND USE AREA 1

BY PERCENTAGE OF TOTAL DEVELOPMENT



AREA 2--URBAN LANE AREA

This is a small area which encompasses three different zone districts. They are the CC (Community Commercial) zone district, which is entirely the Town and Country Village shopping center; the CS (Service Commercial) zone district, which is 30 parcels fronting on Urban Lane, Homer, Wells and Encina Avenue and on El Camino; and a PC (Planned Community) zone district which is the Holiday Inn. Palo Alto High School and the district offices for the Palo Alto Unified School District are in this area.

There is 543,350 square feet of development in this area, and the potential to add 2,478,720 square feet. The average FAR is 0.38 to 1.

Town and Country Village consists of 11 parcels and has 171,737 square feet of development. The largest parcel, 11.2 acres, has most of the shopping center development. Two smaller parcels fronting on Encina have some development, and the remaining eight parcels, also on Encina, are used for parking.

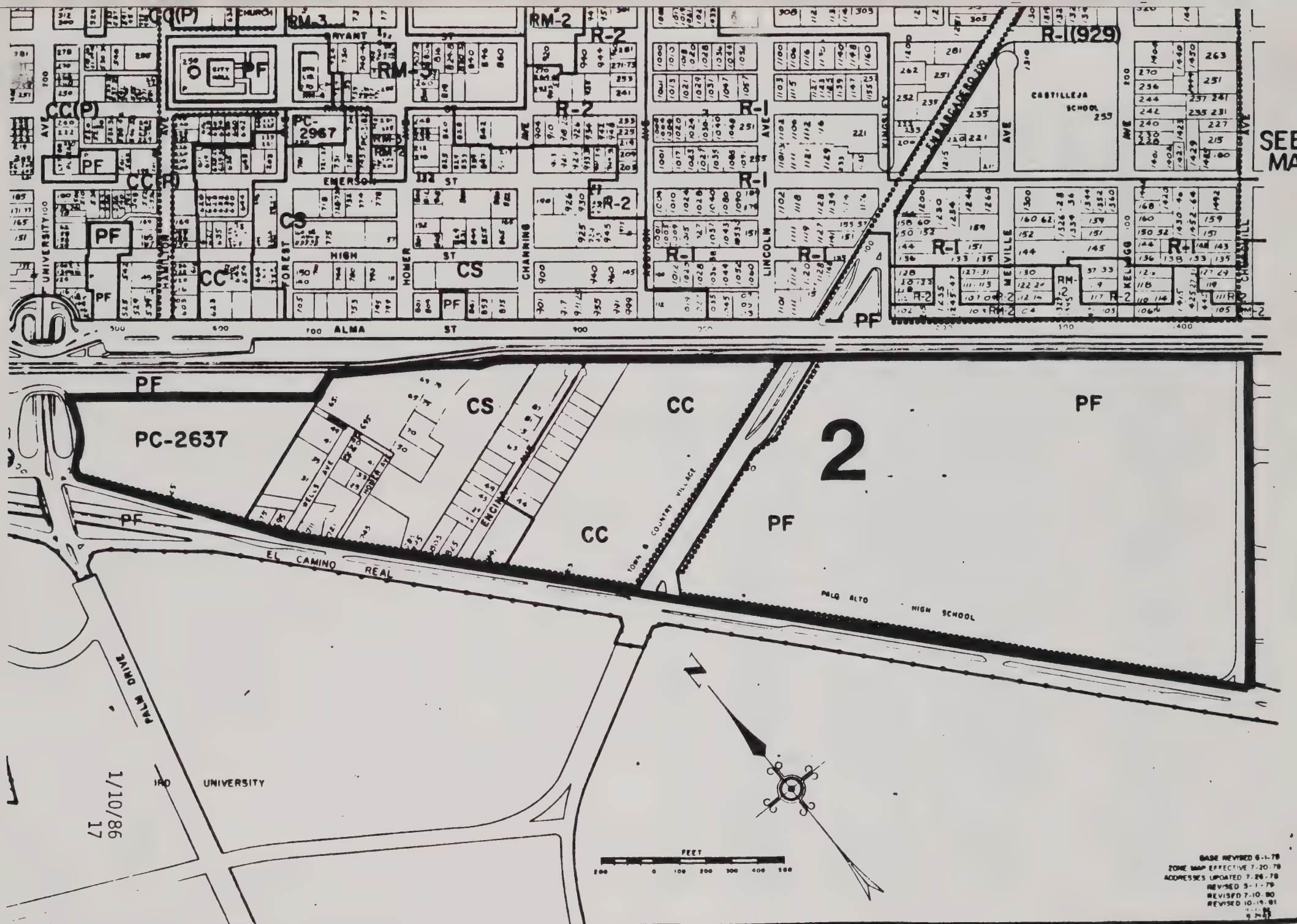
Town and Country Village opened its first store in 1949. Since 1980, there has been one small addition (2400 square feet) to the site. The present FAR for the entire site is 0.3 to 1. There is a temporary restriction on development beyond 0.35 to 1 while the Citywide Land Use and Transportation Study is going on. Under the usual 3.0 to 1 FAR for the CC zone, 1,531,000 square feet could be built.

The CS-zoned area is made up of many small parcels. There is 205,490 square feet of development in this area and the average FAR is 0.36 to 1. Although some of the parcels have large buildings on them, the buildings are low-value, metal or wood structures which invite replacement.

The Hubbard and Johnson lumber and hardware store occupies the largest site--3.8 acres on three parcels. Two of the three parcels are used for parking for the store, which has an area of 25,648 square feet. The overall FAR for the site is 0.15 to 1.

There is a large mix of uses in this small CS area: warehouses (26 percent), retail (25.7 percent), manufacturing (19 percent), offices (12 percent), general business services (6.8 percent), auto services (4.8 percent) and restaurants, animal services and gas station (5.7 percent).

Most of the CS area is not highly visible or easily accessible from El Camino. It has several dead-end streets and is isolated from other developed areas because of the railroad tracks on one side and the Stanford University arboretum on the other side of El Camino. Perhaps for these reasons, it has been slow to develop. With building sites rapidly disappearing in Palo Alto, the pressure to redevelop this area can be expected to increase. Since 1980, 6,500 square feet of development has been approved for this area. There is the potential to build 947,720 more square feet in the CS zone.



BASE REVISED 6-1-78
 ZONE MAP EFFECTIVE 7-20-78
 ADDRESSES UPDATED 7-26-78
 REVISED 5-1-79
 REVISED 7-10-80
 REVISED 10-19-81
 9-2-81

The Holiday Inn, which is on property leased from the City of Palo Alto, was built in 1973 and has had a few minor additions since then. It has a floor area of 166,120 square feet which includes 280 rooms, restaurants and meeting space. The Holiday Inn has recently applied to the City to add 64 hotel rooms and another restaurant to the hotel.

Development Scenarios

Severe reductions in FAR for the CC and CS zones should be considered for this area. For the Town and Country Village FARs of 0.5 to 1 and 0.35 to 1 could be considered. There must be assurance that any future development which is allowed will not reduce the available parking supply. (Some of the parking is now on parcels leased by the shopping center owners from a separate owner.)

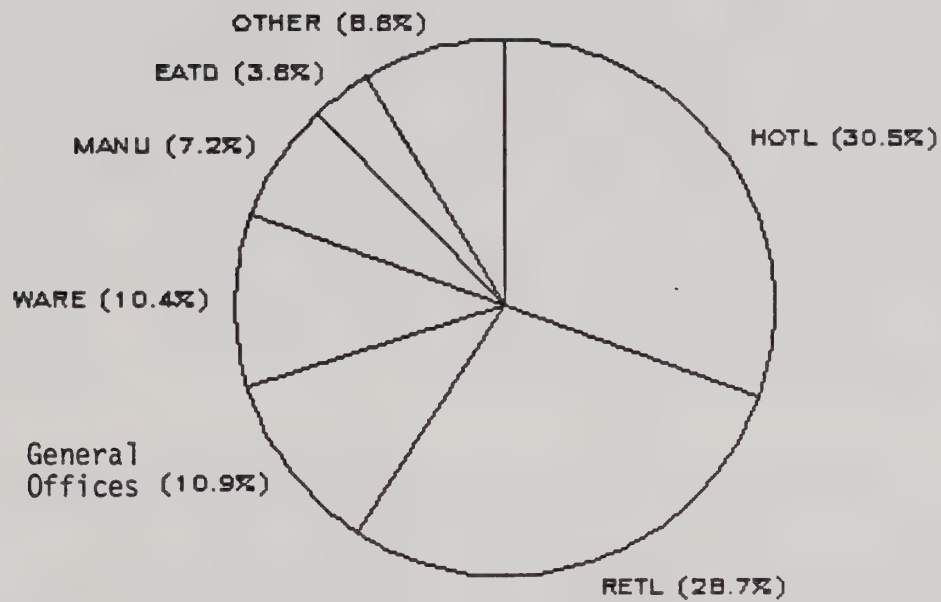
In the CS zone, a FAR of 0.5 to 1 should be reviewed. In order to preserve and encourage existing community-serving uses (such as the lumber/hardware store), another alternative could be a combination of a higher FAR (0.75 to 1) and a limitation on types of uses allowed as has been done in the GM(B) and GM(1) (General Manufacturing) zones.

Consideration has been given to rezoning all or parts of the CS area to housing several times in the last eight years. This would create many nonconforming uses, but it would be appropriate to include housing as a development alternative.

For the Holiday Inn, the proposal for additional rooms and a restaurant should be included in development scenarios.

AREA 2 LAND USE

BY PERCENTAGE OF TOTAL DEVELOPMENT



AREA 3--MIDTOWN

This is a neighborhood shopping area centered around the intersection of Middlefield Road and Colorado Avenue. The area is designated Neighborhood Commercial on the Comprehensive Plan Land Use Map and zoned CN (Neighborhood Commercial). There are also several PC zones nearby on Middlefield Road: dental offices at 2875 Middlefield, an emergency veterinary clinic at 3045 Middlefield and a small shopping complex (food, liquor, laundry/cleaners) at 3165 Middlefield.

Within the CN zone district there are 141,668 square feet of development and the potential to add 255,416 square feet more. The present average FAR is .35 to 1. Three grocery stores make up 33 percent of the existing floor area; retail uses make up 21.6 percent; offices make up 15.2 percent, and the remainder is personal services, banks and restaurants.

There has been very little new commercial development in Midtown in the past five years (620 square feet). The greatest impact on the area has been the construction of 165 new condominium units. Sixty-six of the units have been built on Loma Verde Avenue on properties previously in light industrial uses which were required to terminate by 1983, and 99 of the new units are on the old Hoover School site at 2850 Middlefield. The school closed in 1982 and the site was rezoned to RM-3. Another 24 units are under construction at 3065 Middlefield. Three other future housing sites exist. One site, at 737 Loma Verde, has commercial uses which must terminate by 1995. Up to 16 units can be built there. Another, at 3182-3190 Middlefield is vacant. Five units could be built there. The third site is at 2995 Middlefield. The existing ARCO gas station use must terminate by 1991 and can be replaced by nine units under the RM-2 zoning.

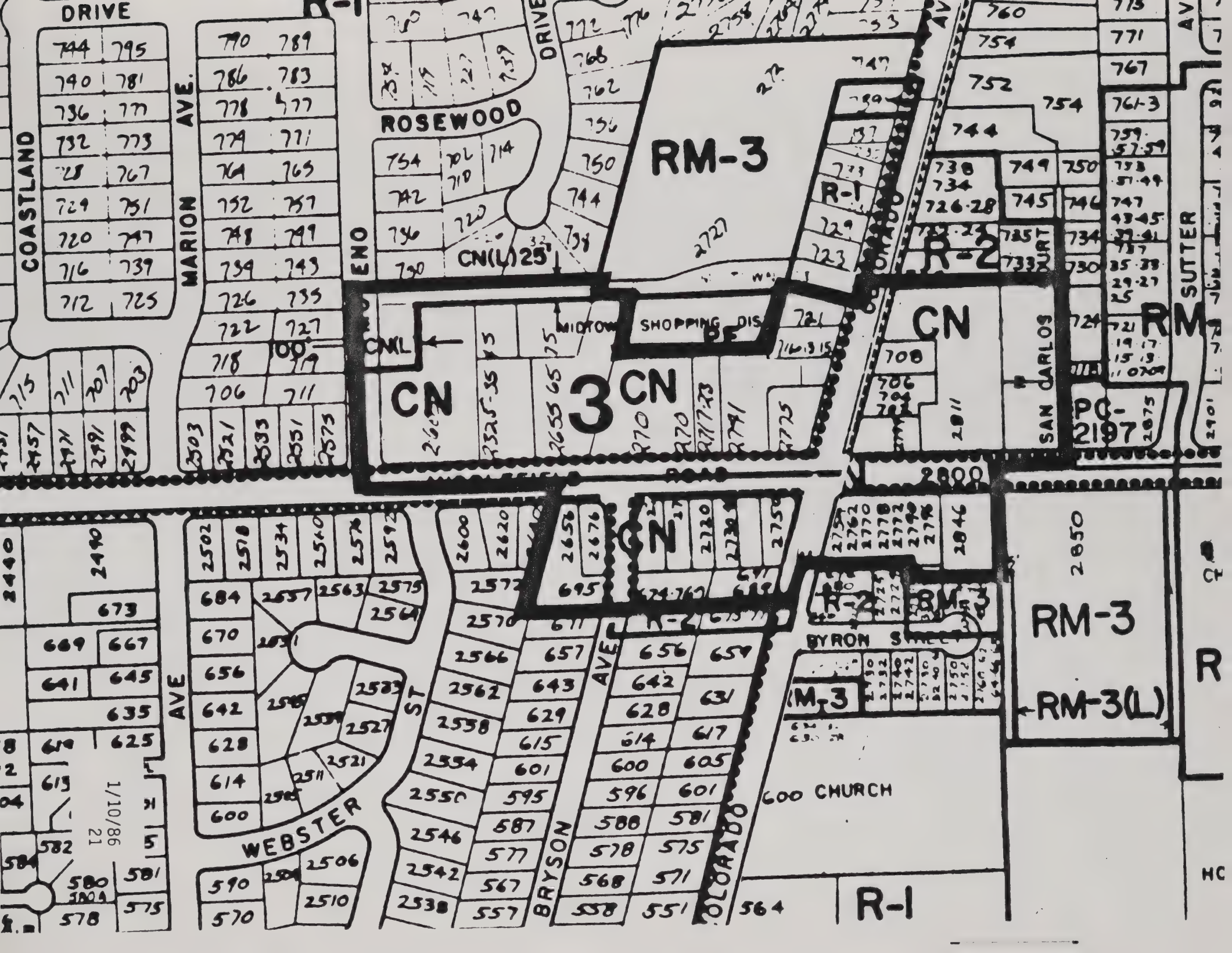
There remains one large area with redevelopment potential. This is the property at 2995-3011 Middlefield on which the Winter Lodge ice skating rink and the former Chuck Thompson swim and tennis club are located (and where a Shell station, now demolished, was located). Under a referendum approved by Palo Alto voters in November, 1985, the City is to negotiate to exchange property it owns on Embarcadero and Geng roads in the Baylands for the Winter Lodge/swim and tennis property, with the objective of preserving the skating rink. The use of the remainder of the site has not been decided. The entire site is zoned RM-2.

Development Scenarios

A permanent reduction in FAR to 0.5 to 1 should be considered for this area. As an alternative, a slightly higher one could also be considered. This area is already constrained by difficulty of providing parking for the neighborhood uses, and a lower FAR is more in keeping with what exists.

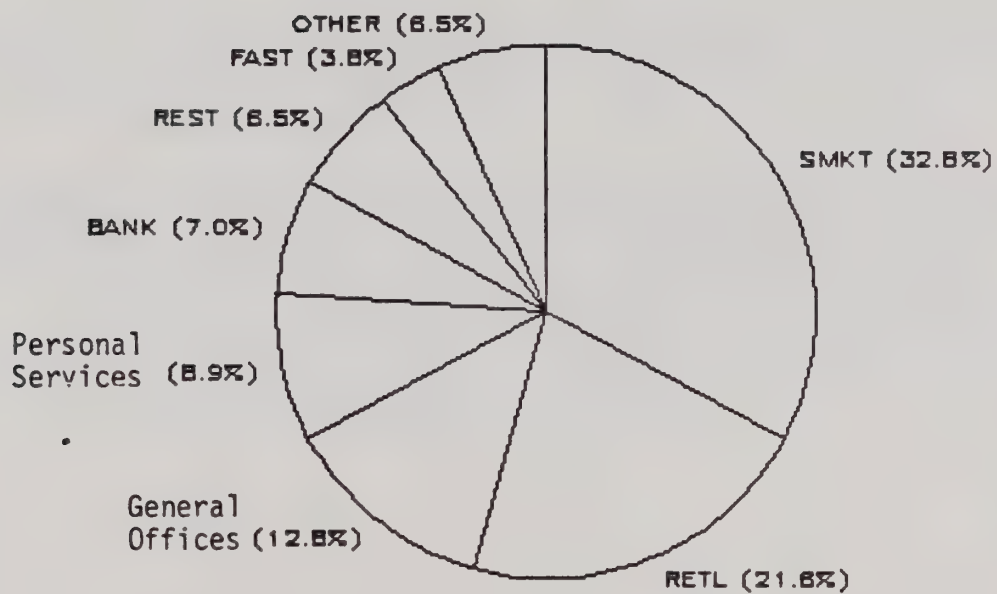
Several alternatives could be considered for the portion of the "Winter Lodge property" not used for skating. Open space, housing or a combination are possibilities.

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AREA 3 LAND USE

BY PERCENTAGE OF TOTAL DEVELOPMENT



AREA 4--EAST BAYSHORE

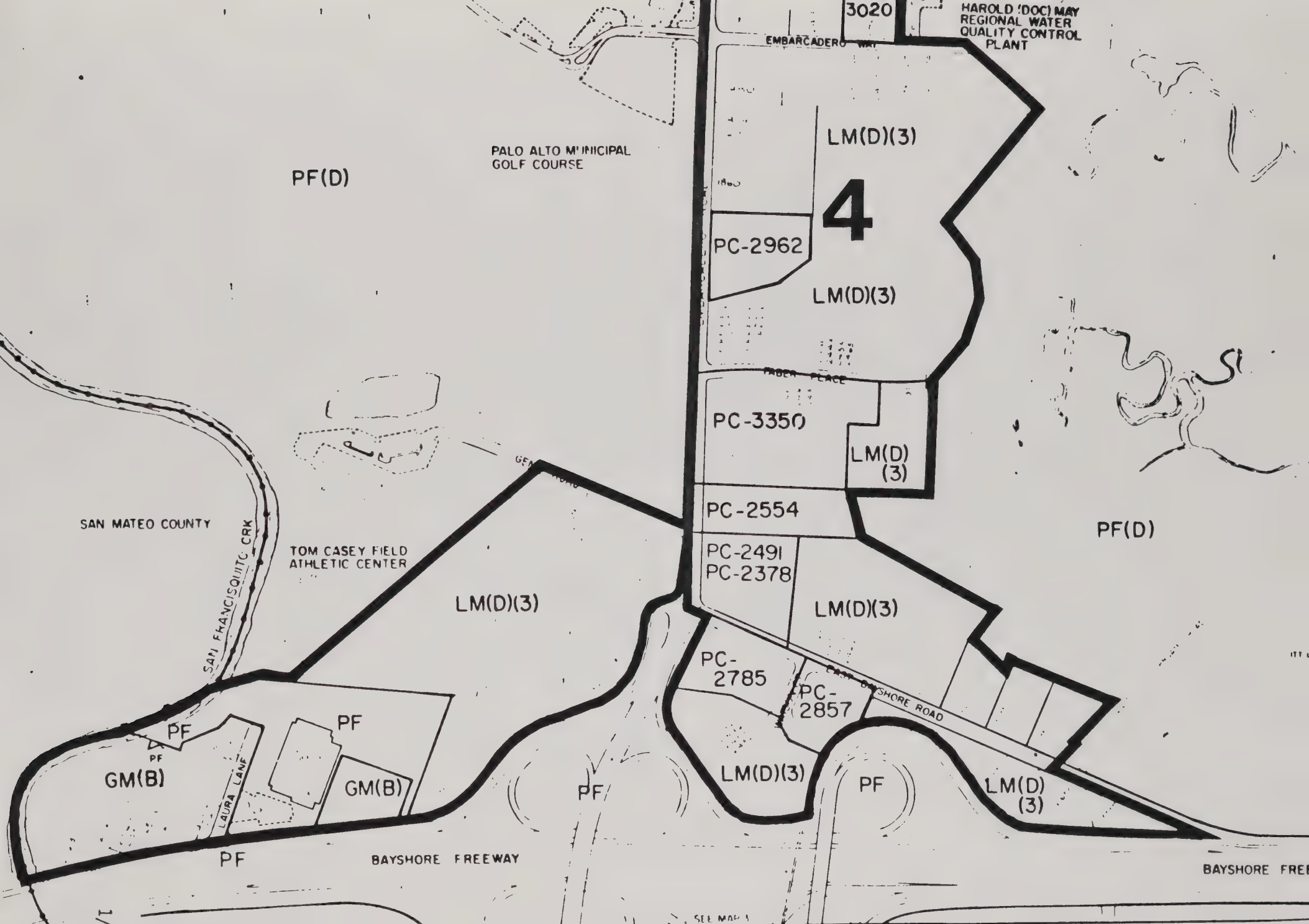
The East Bayshore Area was the subject of a special study in 1983. As a result, all of the property was rezoned to reduce development potential. This area will not be restudied at this time (with one exception discussed below). However, traffic from existing and projected development will be included in the traffic analyses for the Citywide Study.

As a result of the 1983 study, the Light Manufacturing area was rezoned from LM (with a 0.4 to 1 FAR) to a new LM (3) zone district with a 0.3 to 1 FAR. This area has 948,680 square feet of development and the potential to add 208,210 square feet more.

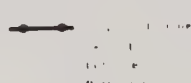
The (former) General Manufacturing area was rezoned from GM to GM(B), a new zone district which limits the types of uses allowed. There is presently 69,080 square feet of development in this area and the potential to build 271,390 square feet of low traffic-generating uses.

Combined with the existing Planned Community use and the Main Post Office, there is 1,142,330 square feet of development in the East Bayshore Area and the potential to build 714,230 square feet more. (Of that amount, 234,630 square feet is at the Main Post Office.)

As mentioned in the discussion of the Midtown Area, Palo Alto residents voted in November, 1985, to have the City Council attempt to exchange City-owned open space land in this area for the Winter Lodge skating rink property in Midtown. If the exchange is consummated, an approximately 3.74-acre parcel of land at the corner of Geng and Embaracadero roads would be transferred to a private owner, who would then seek City approvals for office development. The possibility of an office building of up to 49,000 square feet on this site should be included in the development scenarios.

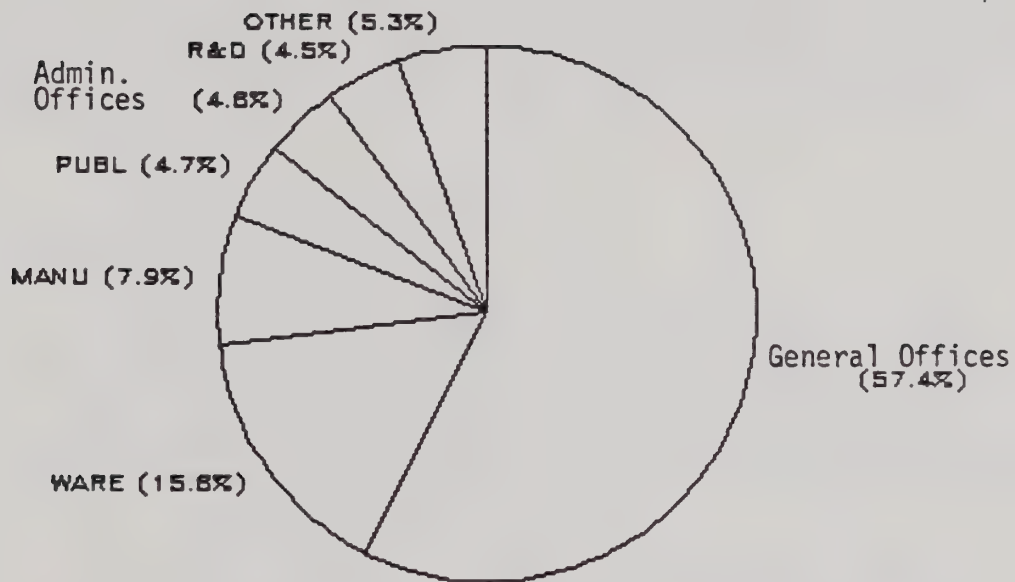


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AREA 4 LAND USE

BY PERCENTAGE OF TOTAL DEVELOPMENT



AREA 5-- SOUTHEAST AREA

This area includes all of the commercially and industrially zoned land in the vicinity of San Antonio Road, from Alma Street to the road's terminus northeast of Bayshore Freeway. The area encompasses industrially zoned land on East Bayshore, West Bayshore, Charleston Road, Fabian Way, East Meadow Circle, Commercial, Industrial and Transport streets and several other small streets. It also encompasses commercially-zoned land near the former Mayfield Mall and at Charleston Plaza, a neighborhood shopping center, as well as several businesses in Planned Community (PC) zones. Finally, it includes the former Cubberley High School/Greendell Elementary School site which is zoned Public Facility.

For the purpose of describing the development in this area, it has been divided into five sub-areas. The largest sub-area is the San Antonio/West Bayshore Area which has been the subject of a special study for the past 18 months. Final action on this Area Study, which has been the subject of an Environmental Impact Report, is scheduled for the January 13, 1986, City Council meeting. Development in this area will not be re-studied for the Citywide Land Use and Transportation Study, but its present and future traffic is taken into account in the traffic analyses.

The other sub-areas are described below.

San Antonio East Bayshore Sub-Area

This is a group of 20 parcels located northeast of the Bayshore Freeway/San Antonio Road interchange. It is bounded on the northerly side by Charleston Slough and the Byxbee Recreation Area, and on its easterly side by the former Los Altos Sewage Treatment Plant, which is owned by and incorporated into Los Altos. San Antonio Road forms the boundary between Palo Alto and Mountain View. The San Antonio/East Bayshore sub-area is designated Research/Office Park on the Comprehensive Plan Land Use Map.

The San Antonio/East Bayshore sub-area is developed entirely with light industrial buildings used almost exclusively for offices, but with some research and development and manufacturing uses. The buildings on Corporation Way were developed after the land was subdivided in 1960 and are therefore generally older than the buildings on Elwell Court which was subdivided in 1969 and 1970.

There is a total of 343,900 square feet of development in this sub-area and the potential for an additional 172,550 square feet (50 percent more) under the LM(1) (Limited Industrial) zoning. The present average FAR is 0.33 to 1. LM(1) allows 0.5 to 1. There are no vacant parcels. Since 1980, 27,260 square feet of development has been approved (but not yet built) for this sub-area.

This sub-area is isolated from all services which are useful and convenient to both employees and businesses (e.g., eating places, gas stations, bus lines, business services). This makes it very auto-dependent.

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The former Los Altos Sewage Treatment Plant, a 13.3-acre low-lying overgrown area, which is neither part of the Baylands environment nor part of the modern, high technology development which abuts it on its Palo Alto and Mountain View boundaries, is not in the study area. However, Palo Alto has entered into a lease/purchase agreement with Los Altos to obtain a 50 percent interest in the property for a refuse transfer center. If the refuse transfer center is located on this site, Palo Alto may then annex it. The site is designated Public Parks on the Palo Alto Comprehensive Plan Land Use Plan and would have to be re-designated if developed for this purpose. If a refuse transfer center is located on this site, it would generate on the order of 900 vehicle trips per day.

East Meadow Circle Sub-Area

This sub-area includes nine parcels fronting on West Bayshore Road and 25 parcels on East Meadow Circle and Drive. They are designated Research/Office Park and Zoned LM.

East Meadow Circle was subdivided in 1957, although most of its development occurred in the early 1970s. There are a large number of concrete tilt-up buildings housing offices (68 percent), warehouses (12.2 percent), research and development (10.8 percent) and some manufacturing uses (9.1 percent). Ford Aerospace occupies nine buildings on East Meadow Circle.

There is a total of 954,470 square feet of development in the East Meadow Circle sub-area and the potential for an additional 144,810 square feet or 15.2 percent more. The average FAR is 0.34 to 1. There are no vacant parcels. Since 1980, 76,700 square feet of development has been approved and built in this sub-area. The area is very close to full build-out, but it is possible that more space will be converted to office uses and thus become more intensively used in the future.

San Antonio/West Bayshore Sub-Area

This sub-area has 1,585,100 square feet of development and an average FAR of 0.36 to .1. Under the zoning recommended by the Planning Commission (to be considered by the City Council on January 13), an additional 533,890 square feet of development could occur (34 percent more than exists now). Also, 108 new multiple-family housing units could be built. (Detailed information on this area is available in the "San Antonio/West Bayshore CS/GM Zone Study Environmental Impact Report," October 1985).

Southeast San Antonio Sub-Area

This sub-area is a mix of zone districts: Limited Industrial, Community Commercial, Planned Community and Multiple-Family Residential. Of the multiple-family zone districts within the sub-area, one is totally developed and the other is a vacant three-acre site zoned RM-4. About 106 units could be built on it.

There is 112,782 square feet of development in the sub-area, with 65.3 percent of that in general offices, 24.7 percent in gas stations and auto services and 10 percent in general business services.

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An additional 602,655 square feet could be build in this sub-area, but 98 percent of that would be on the CC-zoned parcels that are to become a required parking area under the redevelopment plan for the former Mayfield Mall. (Most of the former Mayfield Mall site is in the City Mountain View. It is being converted to an office and training center for Hewlett packard.) The remaining sub-area development potential of 10,677 square feet is on the four parcels zoned LM. The PC parcels fronting on three of the corners of Middlefield and San Antonio have no additional development unless specifically approved by the City through a zone change request. There has been 3,326 square feet of development approved and built in this area since 1980.

Charleston Plaza Sub-Area

This is a small neighborhood shopping center of 42,940 square feet. There is a mix of grocery and retail stores (70 percent), eating places, offices and personal services on the large parcel and a now-vacant gas station on the small parcel. Together they have an average FAR of 0.23 to 1. There is potential for an additional 143,626 square feet of development on this site if developed under the 1.0 to 1 FAR allowed by the CN (Neighborhood Commercial) zoning.

Summary

Area 5, which is one of the larger study areas, has 3,039,190 square feet of development. Primary uses within the area are:

Table 7
Uses in Area 5

General Offices	39.1 percent
Manufacturing	20.7
Research and Development	19.7
Warehousing	6.7
General Business Services	6.6
Auto, retail, eating, banks, etc.	<u>7.2</u>
	100.0

The following table summarizes existing and potential development in the Southeast Area.

Table 8
Area 5
SOUTHEAST AREA

Sub-Areas	Existing Floor Area (Sq. Ft.)	Average FAR	Remaining Develop. Potential (Sq. Ft.)
San Antonio/E. Bayshore	343,900	0.33:1	172,550
E. Meadow Circle Area	954,470	0.34:1	144,810
San Antonio/W. Bayshore	1,585,100	0.36:1	533,890
Middlefield/San Antonio	112,780	0.18:1	602,660
Charleston Plaza (1:1)	<u>42,940</u>	0.28:1	<u>143,630</u>
	3,039,190		1,597,540

The table shows that there is the potential to add 1,597,540 square feet of development. About one-third of that potential is on the Mayfield Mall CC-zoned property and about one-third of it is in the San Antonio/West Bayshore sub-area. There is also the potential to build about 214 housing units on three sites in the area (assuming City Council approval of zone changes recommended for the San Antonio/West Bayshore sub-area). Within this area, there is only one totally undeveloped property--the RM-4 property on San Antonio Road near Alma Street. There are several others which are being used for parking, most notably the former Mayfield Mall parcels.

Development Scenarios

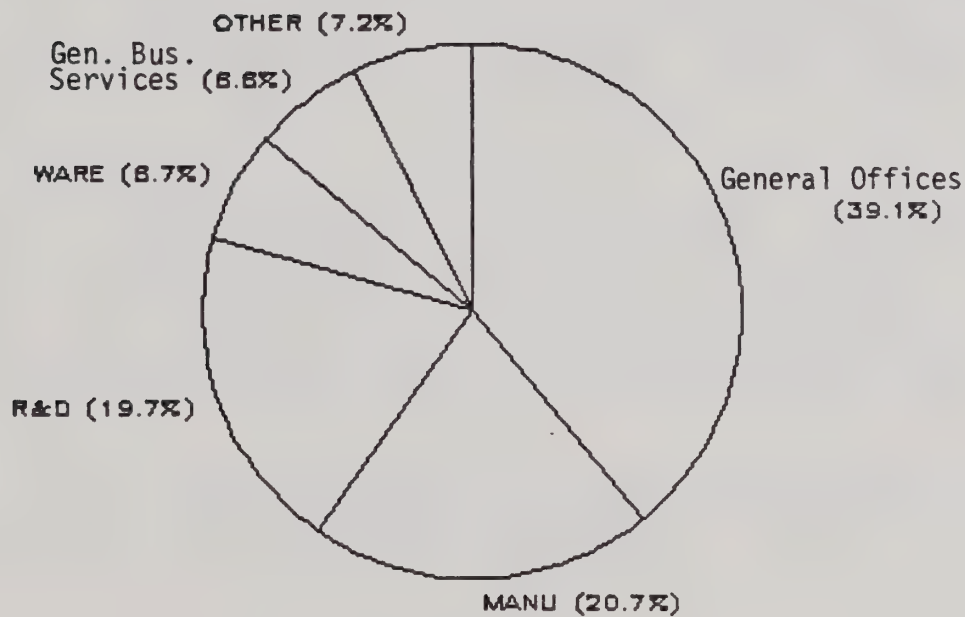
Although they have different permitted FARs, the San Antonio/East Bayshore sub-area and the E. Meadow Circle sub-area have almost the same existing FAR (0.33 to 1 and 0.34 to 1, respectively). The same permitted FAR should be considered for both (0.4 to 1). Development scenarios should assess the impact of building a refuse transfer center on the old Los Altos Sewage Treatment Plant site.

For the CC-zoned property (former Mayfield Mall), both Comprehensive Plan and zone changes, consistent with its new use, should be considered. LM(3) with its 0.3 to 1 permitted FAR would reduce development potential to the lowest level. (The property is to be used for parking under the development plan approved by Mountain View).

Limiting Charleston Plaza's development to that allowed by a FAR of 0.5 to 1 would still allow considerable growth. Reducing it even further should also be considered.

AREA 5 LAND USE

BY PERCENTAGE OF TOTAL DEVELOPMENT



AREA 6--SOUTH EL CAMINO REAL

This area includes all properties fronting* on El Camino Real (and El Camino Way) from Matadero Creek to the southern city boundary. Matadero Creek crosses El Camino just south of the Varian property (on the west side) and at Fernando Avenue (on the east side).

Most of the properties in the South El Camino Area are designated on the Comprehensive Plan Land Use Map, and zoned, either Service Commercial or Neighborhood Commercial. In addition, there is a band of multiple-family zoned property on the west side of El Camino from Los Robles to Maybell.

The CS and CN districts alternate with one another and with multiple-family zoning along the El Camino frontage from Matadero Creek to Maybell Avenue/El Camino Way. From Maybell Avenue to the City boundary, the zoning is CS on both sides of El Camino.

Within the commercial zones in the South El Camino Real Area, there is 1,170,250 square feet of development. The largest proportion of that is the hotels (47 percent), followed by multiple-family residential development (13 percent), auto services (8 percent), restaurants (8 percent), personal services (6 percent) and retail (6 percent). Other uses are commercial recreation, offices, banks, fast food restaurants, grocery stores, gas stations and animal care.

The CS zone has a 2.0 to 1 FAR. Within that zone district, there is the potential to build an additional 2,858,220 square feet. The CN zone has a 1.0 to 1 FAR. Within that zone district, there is the potential to build an additional 429,870 square feet. The average FAR of existing development in both zone districts is 0.33 to 1. (The one Planned Community-zoned parcel, Hyatt Palo Alto, is assumed to have no development potential because additional development would require City Council approval of a PC zone change. It has a FAR of 0.23 to 1.)

Between 1980 and 1985, 105,900 square feet of new development has been approved in the South El Camino area. The new development includes hotels, offices, residential uses, auto services and restaurants.

*Some of the parcels of land within Area 6 have frontage on side streets leading on to El Camino.



The following chart summarizes existing and potential development in the commercially-zoned areas of El Camino Real.

Table 9

Area 6
SOUTH EL CAMINO

Areas	Existing Floor Area (Sq. Ft.)	Average FAR	Remaining Development Potential (Sq. Ft.)
CS Zone District	765,720 sq. ft.	0.33:1	2,858,220 sq. ft.
CN Zone District	245,040 sq. ft.	0.33:1	429,870 sq. ft.
PC Zone District	159,490 sq. ft.	0.33:1	0
	<u>1,170,250 sq. ft.</u>		<u>3,288,090 sq. ft.</u>

History

The present zoning pattern on El Camino reflects the special attention that was given to this area in the early and mid-1970s. At that time, Palo Alto was preparing a new Comprehensive Plan. Adjacent neighborhood groups were insisting that something be done to change the strip commercial, auto-oriented character of the street. Several large parcels (notably between Los Robles and Maybell) were ripe for development or redevelopment. The Barron Park neighborhood was annexed to Palo Alto in 1975 and, in the annexation process, wanted assurance that the City would do something to change development along the street.

As a result, the Comprehensive Plan adopted in 1976 did focus special attention on this area. One of the five main proposals of the Plan was: "Change the appearance and function on El Camino Real." (It is the only one of the five proposals to address a specific geographical area of the City.) To change the appearance, the Urban Design section of the Plan specifically discussed El Camino Real. A set of design guidelines for El Camino has also been approved. To change the function, Neighborhood Commercial and Multiple Family Residential zoning were applied in suitable locations along El Camino Real. As a result, of the rezoning, a number of uses have become nonconforming and are required to terminate by 1993. In some cases, these uses can be replaced by conforming neighborhood-serving commercial uses. In other cases, the uses can only be replaced by housing. (Other nonconforming uses were granted exemptions from the termination provisions and have been allowed to continue indefinitely or for extended periods of time.)

Housing

On multiple-family zoned land, there is the potential to build about 80 housing units on the west side of El Camino Real (where there is RM-3 zoning); and the potential to build 209 units on the east side of El Camino (124 units on the Traynor property, 54 units on the Elks Club property fronting on Wilkie Way, and 31 on the rear portions of CN-zoned parcels on El Camino Way). (These

figures do not include the Buena Vista Trailer Park site. This site could be redeveloped but there would be fewer living units there than are now.)

Additional housing could also be built on a number of sites just outside of the boundaries of Area 6. For example, a maximum of 76 additional units are possible on Curtner and Ventura and nine units could be built on a vacant parcel on West Meadow. There are also four properties with motel units on them which could be replaced by housing units. The motel units were "grandfathered in" during previous commercial to residential zone changes and can remain under the present multiple-family zoning although they are not considered multiple-family uses.

Commercial Development Potential

Most of the commercial development potential on El Camino Real is on already-developed sites. Most of the existing buildings are small in relation to their parcel sizes (0.33 to 1 average FAR) and in relation to the development allowed under zoning (2.0:1 FAR in the CS zone and 1.0:1 FAR in the CN zone). Because of the high cost of land and because of market demand, it is possible that some of these small buildings will be demolished and replaced with larger buildings. However, redevelopment of smaller parcels (i.e., smaller than 100 x 100 feet) is significantly constricted by the difficulty in providing enough parking.

Traditionally, the business on El Camino have been auto-oriented, requiring that a lot of space be devoted to parking and circulation.

Unless there are limits placed on more intensive kinds of development (such as the present, temporary limit on development of 5,000 square feet of office space per site), the new uses can be expected to be more intensive and generate more traffic.

There remain eight vacant parcels in the CN zone district and six vacant parcels in the CS zone district. Some of these parcels are being used for parking for adjacent uses. Only two parcels are greater than 10,000 square feet in area; and of these, one (zoned CS) is used for parking; the other (zoned CN) is vacant.

Traynor Property

The one site on El Camino with the greatest potential for major redevelopment is the Traynor property at the corner El Camino and Charleston. The site consists of 4.25 acres in 14 parcels under single ownership of the Traynor family. The property is divided among three zone districts: 74,400 square feet of El Camino frontage in the CS zone district; 91,270 square feet behind it in RM-5 zoning, and a 100-foot wide strip (50,660 square feet) behind that which is in RM-2 zoning. This strip creates a buffer between the R-1 neighborhood behind it and the high density RM-5 zoning.

On this property, there is the potential to build 124 multiple-family units and 148,800 square feet of commercial development. The site is presently developed with a mix of auto sales and services, restaurant and a lumber yard.

The future development of the Traynor property has been the subject of great concern for the past 10 years. Residential zoning was applied to the rear portion of the site in 1978. In April, 1984, the Planning Commission decided to review the 100-foot wide RM-2 zone to assess whether the strip should be widened and whether the "T" (Transition) zone should be applied to it. At that time, the Charleston Meadows Neighborhood Association requested that the zoning of the entire site be reviewed. The neighborhood requested that the RM-5 area be rezoned to RM-2 or -3 and the CS strip be rezoned to CN.

The Planning Commission concluded (in June 1984) that the neighborhood's concerns would be addressed in the CS/GM Zone District Studies and in the special assignment on the RM-2 zone. The CS/GM studies have since been incorporated into the present Citywide Land Use and Transportation Study of which this report is a part.

Development Scenarios

Lower FARs and restrictions on uses should be evaluated for properties in the CS and CN zone districts.

In the CN zone, the 0.5 to 1 FAR should be considered. The zoning ordinance already limits the amount of floor area permitted for various uses in the CN zone, and further restrictions do not appear to be necessary.

In the CS zone, both 1.0 to 1 and 0.5 to 1 FARs could be considered. The CS zone is intended to "provide citywide and regional services that rely on customers making trips by car." These kinds of uses (e.g., hotels, restaurants, auto services) tend to limit themselves by virtue of the need to provide access and parking. For example, most of the hotels, which are a major use in this area, do not exceed a 0.5 to 1 FAR. Therefore, further restrictions on these uses are not needed. However, the CS zone is not intended to be an office zone. Therefore, a permanent limitation on the size of office uses, similar to the limitation in the CN zone, should be considered.

An alternative to a lower FAR, which could restrict development, would be a policy discouraging lot mergers. Presently, the small size of lots tends to limit development possibilities because it is not economical to build parking underground. However, if several parcels are combined, underground parking becomes economical, thus increasing the likelihood of higher density development.

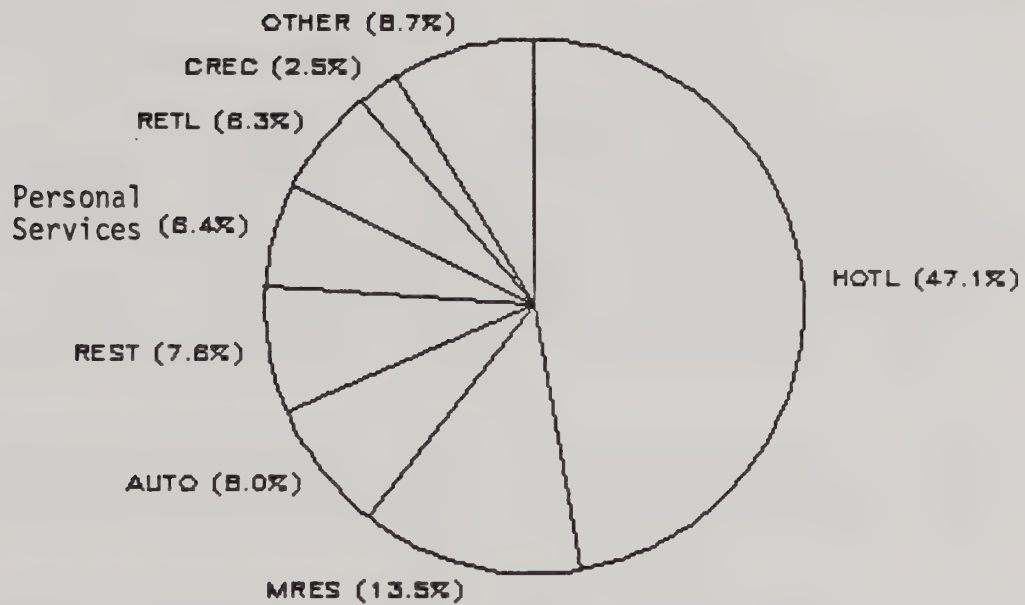
Of special interest in the South El Camino Area is the Traynor property. The Planning Commission has agreed to review the zoning of the entire site. Gradations of changed zoning are could be considered. For example, the simplest change would be to widen the RM-2 strip of land from 100 to 150 feet and leave the remainder of the site unchanged (RM-5 and CS). Another degree of change would be to also change the zoning of the CS strip to CN and the RM-5 zone to RM-3. Another level would be to also rezone the RM-5 area to RM-3. Finally, a more sweeping change would be to rezone the entire site (with the exception of the present RM-2 area) to RM-3.

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There exists at least one property on El Camino Real which could be considered for housing. This a 26,000 square-foot parcel with frontage on Maybell, behind 4170 El Camino (Chez Louis' restaurant). Presently, at least part of it is needed for restaurant parking.

AREA 6 LAND USE

BY PERCENTAGE OF TOTAL DEVELOPMENT



AREA 7-CENTRAL PALO ALTO

The Central Palo Alto Area is centered near the intersection of El Camino Real and Page Mill Road. It encompasses the California Avenue Business District, and the Park Boulevard/Lambert Avenue area. It does not include property on the west side of El Camino (which is in Area 8).

There have been three special studies in the Central Palo Alto Area in the past three years: the California Avenue Area Study, the Park Boulevard GM Study and the Maximart Study. All of these studies resulted in rezoning to reduce development potential. Therefore, these areas will not be re-studied as part of the Citywide Land Use and Transportation Study. However, traffic from these areas is taken into account in the analysis of existing and future traffic conditions. Present and future development potential is also briefly described below.

California Avenue Sub-Area

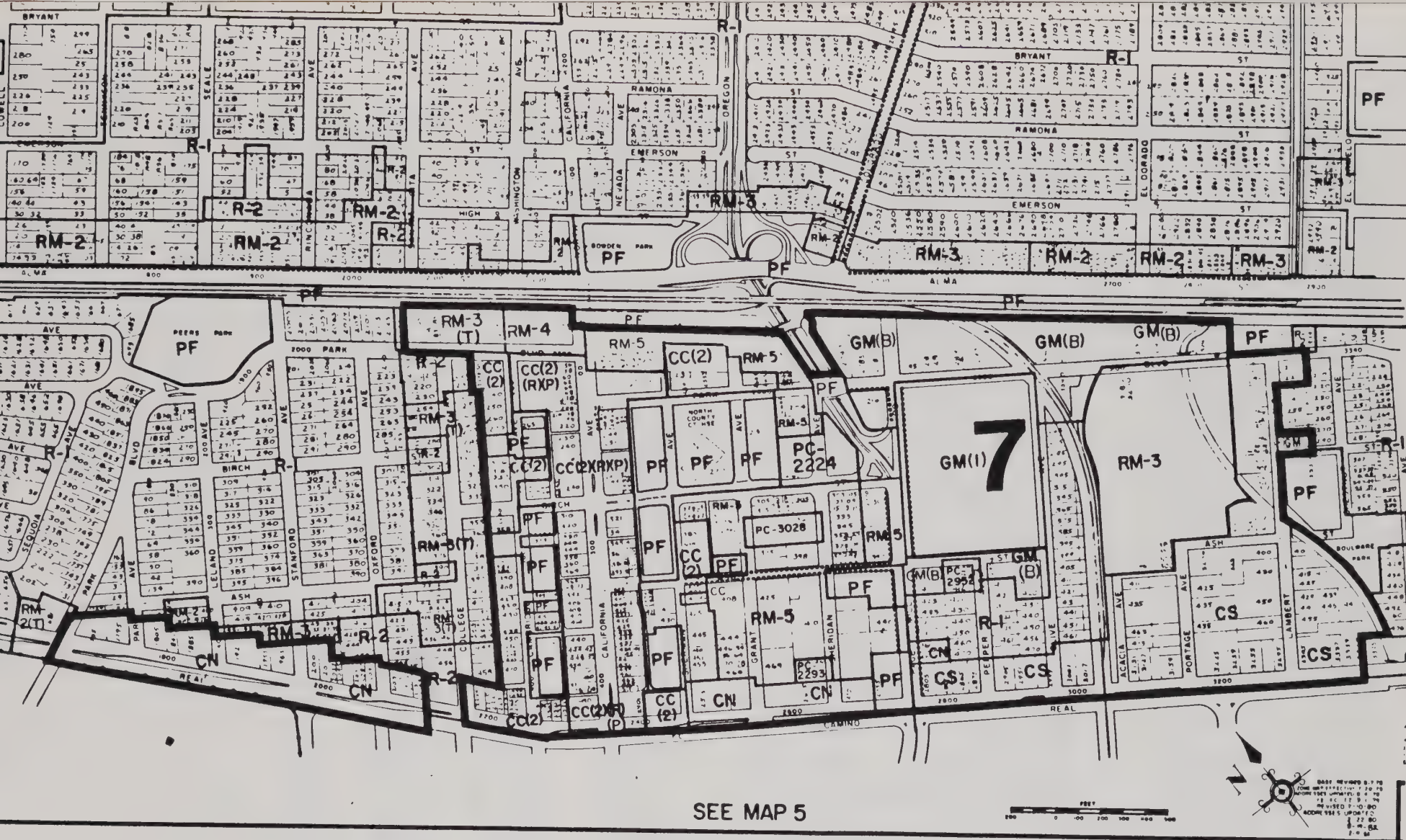
The California Avenue sub-area includes property within the California Avenue business district (zoned Community Commercial, CC(2)), property fronting on El Camino Real from Park Boulevard to Sheridan Avenue (zoned Neighborhood Commercial, CN) and the North County Court House. Within the CC(2) zone district, there is 770,060 square feet of development and the potential to build 834,475 square feet more. The average FAR is 0.98 to 1. Existing uses are divided among general offices (50 percent), retail (17.4 percent), residential (8.8 percent), restaurant (6.4 percent) and a wide variety of other uses.

Within the CN zone district, there is 70,760 square feet of development and the potential to add 183,670 square feet more. The average FAR is 0.27 to 1. Existing uses include restaurants (20.5 percent), banks (11 percent) and a variety of others.

The North County Courthouse has 72,500 square feet of floor and the potential to add 94,340 square feet more.

The 1984 California Avenue study rezoned the CC parcels to a new CC(2) zone with a 2.0 to 1.0 floor area ratio. Properties along El Camino Real which had been zoned CS, Service Commercial, were rezoned to CN at that time. Also a Comprehensive Plan policy was adopted limiting the assessment district area to a total of about 100,000 square feet more of commercial use by 1994. If growth proceeds at a rate which would exceed this total, the plan calls for more restrictive regulations to be adopted. Since the end of the California Avenue study, only 11,869 square feet of commercial space has been approved within the parking assessment district, plus an added 3,185 square feet outside the district. An application to build a 33,000 square foot office building on Cambridge Avenue has been filed.

The Multiple-family zones in the California Avenue sub-area have a large potential for additional housing units. About 365 units could be built under



existing zoning. Of these, 65 would be north of California Avenue--on College Avenue and Park Boulevard. Thirty-two of the units have been approved but not built on property at the California/Park intersection where a now-vacant food store is located. They are part of the Park Central mixed use project.

About 300 of the 365 units would be south of California Avenue in the following general locations: Sheridan and west side of Park, 27 units; Page Mill/Sheridan/Grant, 183 units; and east side of Park Boulevard, 87 units. The last group of 87 units was approved as part of the Park Central mixed use project, but have not yet been built.

Park Boulevard Sub-Area

The Park Boulevard sub-area includes property designated Light Industrial and zoned GM(B) and GM(1) on the section of Park Boulevard south of Page Mill, and on Olive, Ash and Page Mill. In the Park Boulevard sub-area, there is 313,510 square feet of development and the potential to build 355,240 square feet more. The average FAR is 0.35 to 1. There is a mix of manufacturing (58.1 percent), offices (30 percent), auto services (5 percent), and general business services and warehouses. The zoning applied to this sub-area as a result of the Park Boulevard Study allows only less intensive uses such as manufacturing and warehousing, except on the large property at 395 Page Mill Road (Hewlett-Packard) where research and development is allowed, but at a lower floor area ratio. Two office buildings were "grandfathered in" at the time the area was rezoned: one at 3101 Park Boulevard, which is completed; and one at 216 Page Mill which is under construction. These two buildings, totaling 60,250 square feet, comprise the only new floor area approved since 1980.

SP Spur Sub-Area

The SP Spur sub-area encompasses the CS-zoned property* on Lambert Avenue, El Camino Real, and Acacia, Portage and Ash streets. There is 499,590 square feet of development in this sub-area and the potential to build 1,222,160 feet more. The average FAR is .39:1. Since 1990, 6,405 square feet of development has been approved for this sub-area.

Within the SP Spur sub-area, there is a mix of warehouses (42.8 percent), manufacturing (14.8 percent), retail uses (12.9 percent), auto services (10.8 percent), general business services (7.3 percent) and a variety of other uses.

The former Maximart property which is now zoned RM-3 is within this sub-area. About 350 dwelling units can be built on this 12.5-acre site. The present 270,000 square feet of commercial uses have until 1999 before they must be phased out.

Although both the Maximart property and the nearby Park Boulevard area were studied and rezoned in 1984, nothing else in the SP Spur sub-area has been reviewed and rezoned.

*One parcel at 291 Lambert is zoned GM.

Within this sub-area, Lambert Avenue has many small business, primarily auto repair. They face a group of five single-family houses across the street. This street and Ash Street came under scrutiny during the Park Boulevard and Maximart studies because of their proximity. There seems to be the same strong desire to preserve the community-serving uses on Lambert as there was for the businesses on Park Boulevard, even though Lambert lies between two residential districts.

The properties facing El Camino are in the typical strip commercial uses found elsewhere on El Camino: auto sales, retail stores, restaurants and motels. In the area between the El Camino properties and Ash Street, there are several large warehouses. Those fronting on Acacia take up the entire properties on which they are located, but the vacant parcels behind them, fronting on Portage, provide parking for the warehouses. Within the SP Spur sub-area, there are 10 vacant parcels, including the old SP right-of-way, which provide parking for adjacent uses.

Developable Sites

As in other areas, most of the commercial development potential in the Central Palo Alto Area is on already-developed sites. Existing buildings could be torn down and replaced with larger buildings. There are some small vacant parcels which presently provide parking for adjacent uses. Although these parcels are presently functioning as an integral part of an adjacent use, they could be developed separately.

There is a significant amount of residential development potential in the Central Palo Alto Area: about 365 units north of Page Mill Road and 350 units south of Page Mill Road. Although some of the residentially-zoned properties are presently developed with commercial uses and may not be redeveloped until their legal amortization periods expire, other properties are vacant and some of them have approvals for new units which have not yet been built. Commercial development is summarized in the table.

Table 10
Central Palo Alto Area

Areas	Existing Floor Area (Sq. Ft.)	Average FAR	Remaining Development Potential (Sq. Ft.)
California Avenue:CC(2)	770,060	0.98:1	834,470
:CN	70,760	0.27:1	183,670
:PF	72,500	0.43:1	94,338
SP Spur Sub-Area	499,590	0.39:1	1,222,160
Park Boulevard Sub-Area	313,510	0.35:1	355,240
	1,726,410	0.53:1	2,689,880

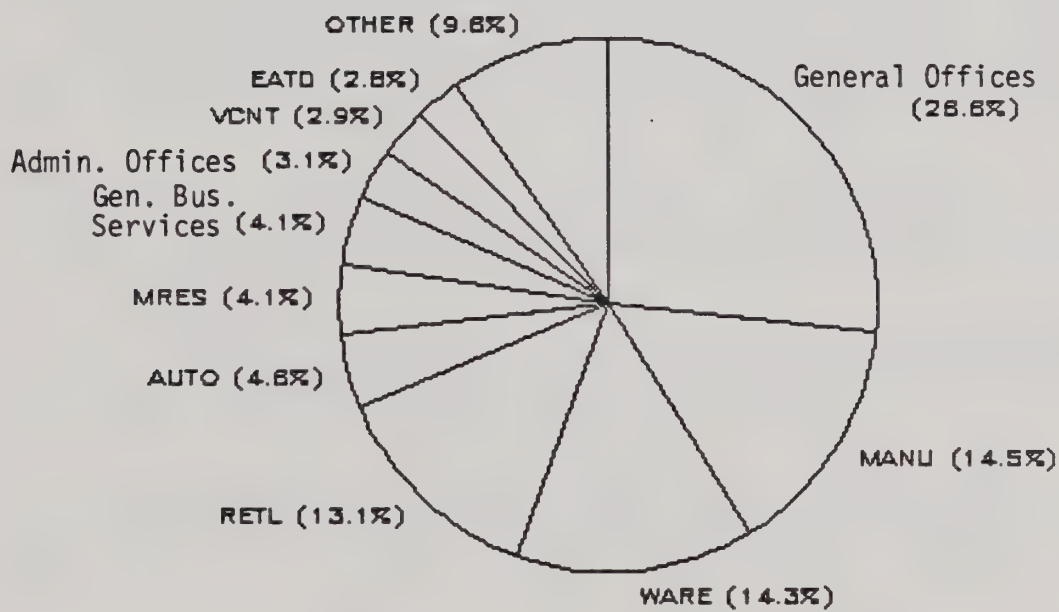
Development Scenarios

Development scenarios for the Central Palo Alto Area should consider a 0.5 to 1 FAR for the CN district.

In the CS district (the SP Spur Area), a FAR of 0.5 to 1 should be considered. Similarly to the Urban Lane Area, consideration should be given to an alternative which is a combination of a higher FAR (0.75 to 1) and a limitation on types of uses in order to preserve and encourage existing community-serving uses. Also, development scenarios should assume the removal of 270,000 square feet of commercial floor area at the former Maximart site and the construction of 350 new housing units there.

AREA 7 LAND USE

BY PERCENTAGE OF TOTAL DEVELOPMENT



AREA 8--EL CAMINO/STANFORD RESEARCH PARK

Area 8 is all of the commercially and industrially zoned land west of El Camino Real, between Stanford University and the Barron Park neighborhood. It extends west of Foothill Expressway to the City boundaries.

Area 8 is the largest of the areas established for this study, both in terms of land area (710 acres of privately-owned land) and in terms of employment (estimated at 27,000 in 1980). Most of this acreage (95 percent) is in the Stanford Research Park (formerly Stanford Industrial Park). All of the land in the Research Park as well as some of the properties fronting on El Camino, are owned by Stanford University. Stanford has long-term land leases with its tenants.

Stanford Research Park

Development of the Stanford Research Park began in the 1950s. Historically, Stanford has closely monitored building design and landscaping. Combined with City zoning laws limiting site coverage and height, this has led to the low density development in park-like settings observable today. Only since 1978 has the City further restricted density of development by establishing floor area ratios throughout the Research Park. Because of its proximity to open space, the land west of Foothill Expressway has been subject to more stringent rules requiring large sites and the lowest FAR required anywhere in the City.

Presently, there is 8,538,020 square feet of development in the Stanford Research Park. It is composed of general and administrative offices (48 percent), research and development (27 percent), manufacturing (22 percent) and warehousing (2 percent).

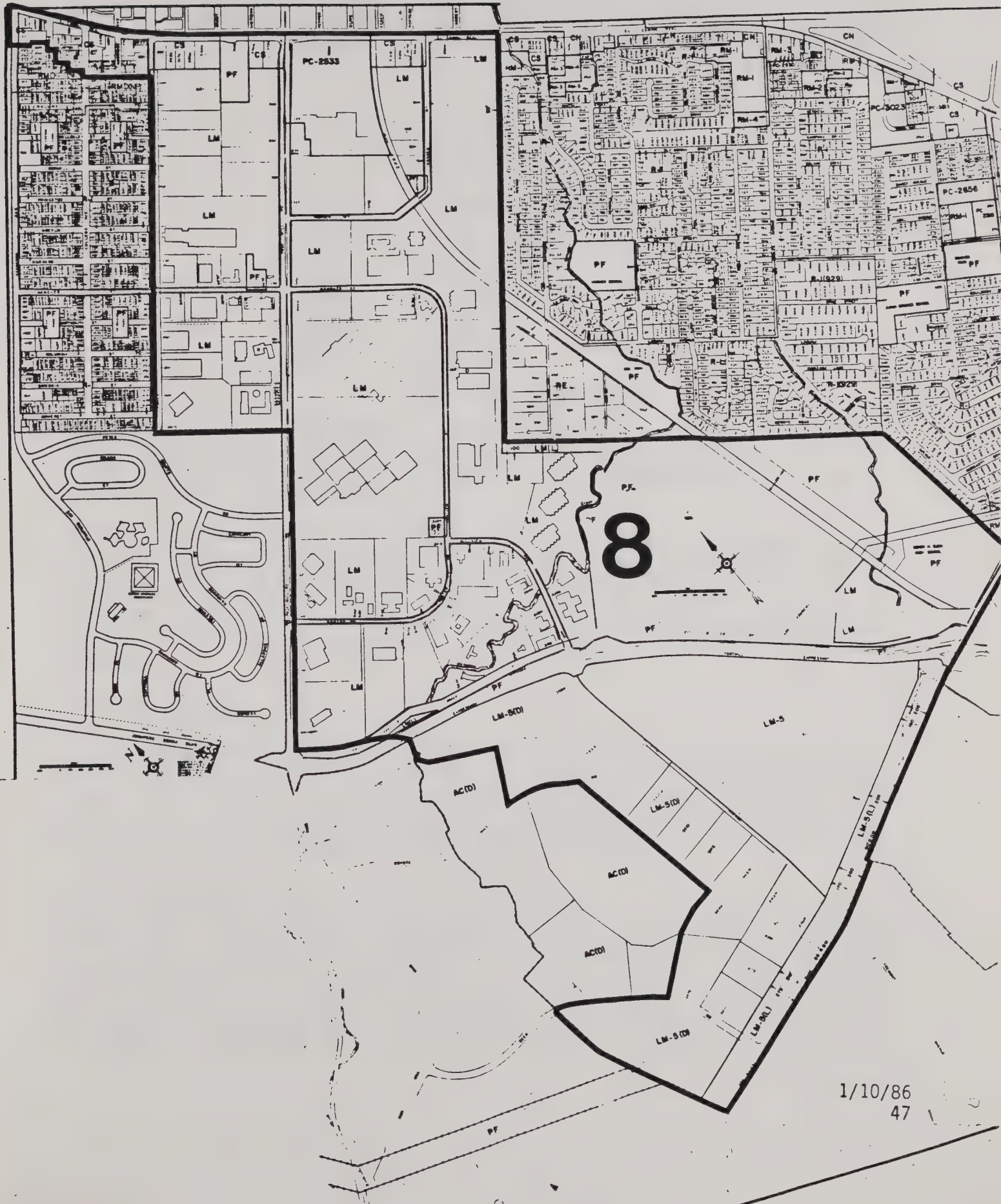
All of the Stanford Research Park is designated Research/Office Park on the Comprehensive Plan Land Use Map, except for a vacant parcel at 1050 Arastradero Road, which is designated Multiple Family Residential.

The land east of Foothill Expressway is zoned LM (0.4 to 1 FAR). This portion of the research park has 6,091,950 square feet of development, an average FAR of 0.32 to 1, and the potential to build an additional 1,706,860 square feet of floor area.

The land west of Foothill Expressway is zone LM(5) (0.3 to 1 FAR). This portion of the research park has 2,446,070 square feet of development, an average FAR of 0.24 to 1, and the potential to build an additional 591,550 square feet of floor area. (Although designated Multiple Family Residential, the property at 1050 Arastradero is still zoned LM(5). This is the only totally vacant parcel in the Research Park. Future use of this 5.9-acre site remains unresolved.)

Altogether, 2,298,410 square feet of development is still possible in the Stanford Research Park.

SEE MAP 4



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Between 1980 and 1985, 1,271,680 square feet of development was approved in the Stanford Research Park (some of which has been built and some of which has not). The amount of development approved has declined in the past three years as compared to the first three years:

Table 11

Stanford Research Park
Approved Floor Area

<u>Year</u>	<u>Floor Area Approved</u>
1980	254,717 square feet
1981	395,916 " "
1982	254,627 " "
1983	155,740 " "
1984	52,478 " "
1985	<u>158,202</u> " "

1,271,680 square feet

(Not included in these figures is Varian Associates' plans to build a 91,850 square-foot building on its vacant property at 3050 Hansen Way. The Environmental Impact Report for this project has been approved, but specific plans are still being reviewed).

The Veterans Administration Hospital is included in Area 8. Although it may often be perceived to be part of the Stanford Research Park, the site is federally owned and zoned Public Facility. Since the City does not have the authority to review and approve federal facilities, data on floor area is difficult to obtain. Hospital staff estimate its present employment at 2,600 persons. There is a large amount of developable land within the hospital grounds.

El Camino Frontage

The El Camino frontage includes lands designated and zoned Service Commercial between Stanford Avenue and Hansen Way, as well as Palo Alto Square which is zoned Planned Community. It also includes the former Mayfield School site which is now vacant. (This site retains its Public Facility zoning, but is designated Multiple Family Residential on the Comprehensive Plan Land Use Map. It could have from 115 (RM-3) to 180 (RM-5) units built on it.)

There is presently 348,775 square feet of development in the area zoned CS, an average FAR of 0.47 to 1, and the potential to build an additional 1,076,970 square feet. This strip has a higher FAR than other areas of Palo Alto zoned CS, probably because of its proximity to the California Avenue Business District and the Stanford Research Park. There is a high percentage of office uses (62 percent) which most likely reflects close ties to the Research Park. Other uses are financial services (7 percent), hotels (5 percent), retail uses (5 percent), restaurants (6 percent), residential (7 percent) and other uses.

Palo Alto Square is a group of office towers and lower buildings with a total of 242,000 square feet of development and an average FAR of 0.26 to 1. Uses include offices (74 percent), financial services (12 percent), theaters (7 percent), and personal and general business services (2 percent). Additional development on this site is possible only if the owners apply for an obtain approval of a Planned Community zone change.

The following chart summarizes data on existing and potential development in the El Camino/Stanford Research Park Area.

Table 12
Area 8
El Camino/Stanford Research Park

EL CAMINO/STANFORD RESEARCH PARK

	Existing Floor Area (Square Feet)	Average FAR	Remaining Development Potential (Square Feet)
Stanford Research Park (East of Foothill)	8,538,020	0.30:1	2,298,410
(West of Foothill)	(6,091,950)	(0.32:1)	(1,706,860)
CS Area on El Camino	(2,446,070)	(0.24:1)	(591,550)
Palo Alto Square	348,780	0.49:1	1,076,970
	242,000	0.26:1	0
TOTAL	9,128,800	0.30:1	3,375,380

Development Scenarios

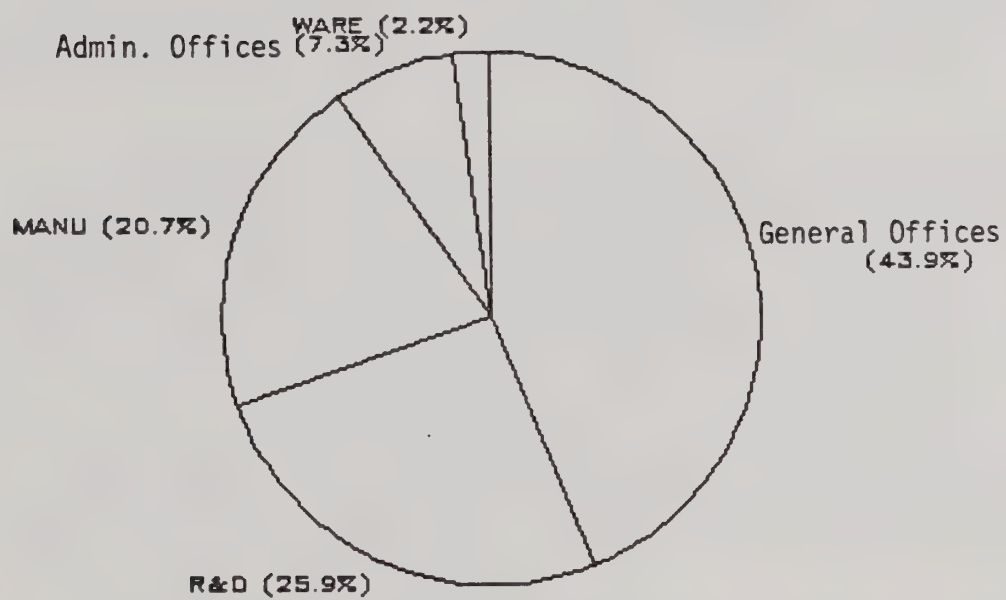
The LM zones in the Stanford Research Park have the lowest FARs of all zone districts (0.4 and 0.3 to 1). There is little opportunity to consider reducing development potential even further without adversely impacting existing businesses.

Lower FARs should be considered for the CS zone, for example, 1.0 to 1 and 0.5 to 1. Multiple-family housing should be considered for the Mayfield School site.

One development scenario will include housing development at 1050 Arastradero the property which is designated Multiple-Family but zoned LM(s).

AREA 8 LAND USE

BY PERCENTAGE OF TOTAL DEVELOPMENT



AREA 9--SAND HILL ROAD CORRIDOR

Area 9 encompasses all of the land lying between Stanford University and the San Francisquito Creek, which is within the City limits. All of it is owned by Stanford University. For the purpose of describing development in the Sand Hill Road Corridor, this area is divided according to its major uses: shopping center, professional offices, hospitals, and vacant and land zoned for housing.

Stanford Shopping Center

The Stanford Shopping Center encompasses 83.3 acres. The existing 1,331,340 square feet of floor area is all located on the two major components of the center, the main parcel and the Saks/Nordstrom parcel, leaving 11.6 acres between the parking lot and the creek undeveloped. (Stanford has proposed to use about half the undeveloped portion for an extension of Sand Hill Road. The City's approval of the Environmental Impact Report for that extension was overturned in court, and Stanford has not yet submitted a new application for the road.)

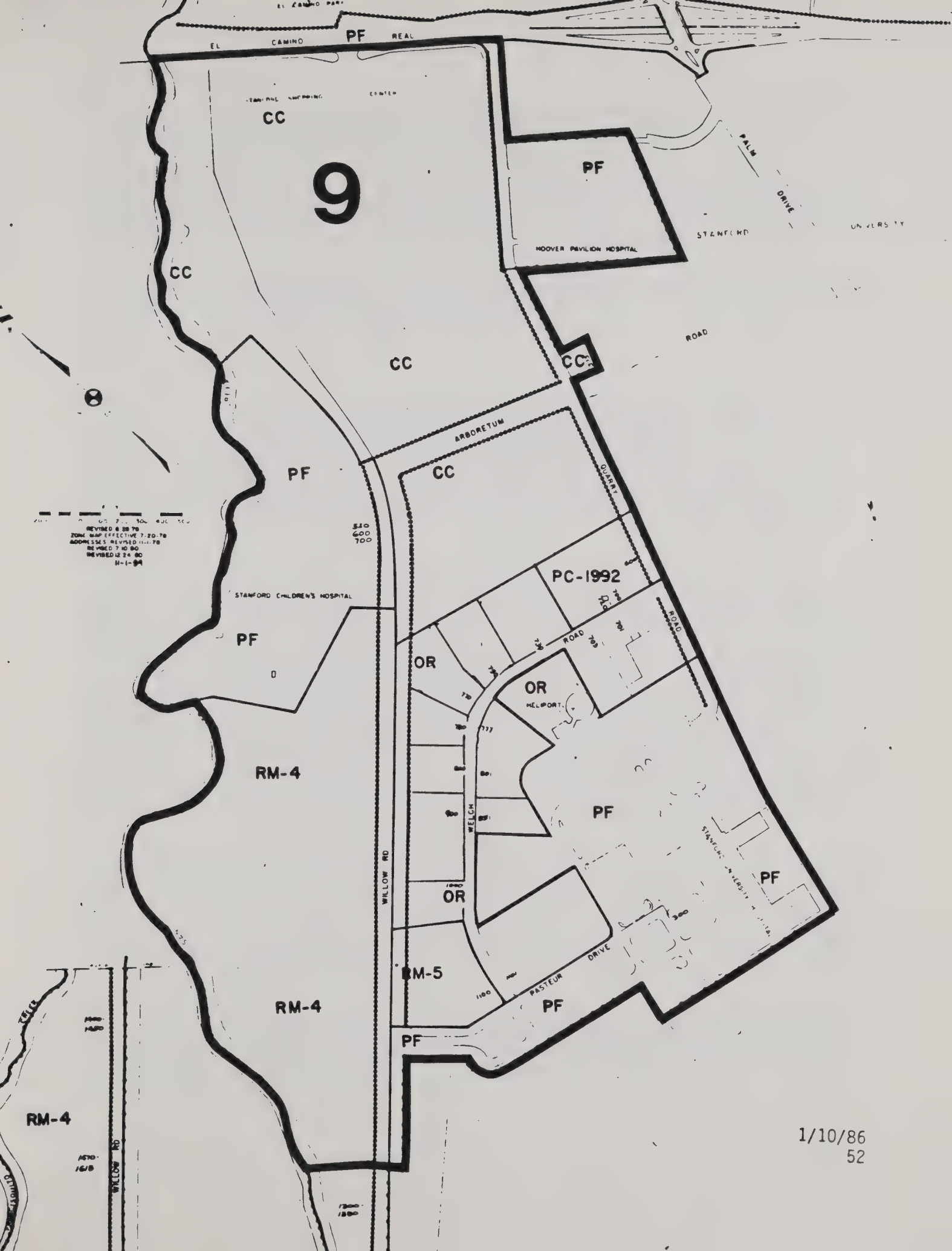
Under the CC zone district regulations, Stanford could add 8,031,340 square feet to the shopping center's floor area, based on the 83.3-acre site. The size of the site could be reduced by construction of the road and/or by rezoning a strip of land along the creek to Open Space (as it is designated in the Comprehensive Plan). These reductions in site area would result in proportionate reductions in development potential for the shopping center. At the present time (while the Citywide Land Use and Transportation Study is going on), Stanford cannot add more than 110,000 square feet to the center.

Stanford Shopping Center opened in 1955 with about 500,000 square feet, grew to 1,050,000 square feet in 1976, and to its present size with the completion of the Neiman-Marcus store in August, 1985. Since 1980, 130,950 square feet of floor area has been approved for the shopping center, including the Neiman-Marcus store.

In addition, to the Stanford Center, there are two other parcels in the Sand Hill Road Corridor with retail/commercial uses--a gas station at the corner of Quarry and Arboretum which is zoned CC, and the Stanford Barn office/retail center which is zoned Planned Community. The gas station parcel could have 60,358 square feet of additional development on it. The Stanford Barn, which has 45,530 square feet of development on its four-acre site, could only be enlarged if a PC zone change was sought and approved by the City Council.

Welch Road Professional Offices

This area includes 14 parcels of land fronting on Welch Road. They are all zoned OR. These 14 parcels have 385,150 square feet of development on them, almost all of which is used as professional or medical offices. Under the 0.75 to 1 FAR allowed by OR zoning, there is the potential to build an additional



524,039 square feet. (Under zoning restrictions which are effective during the Citywide Land Use and Transportation Study, the FAR is 0.5 to 1.)

Stanford has indicated that, as space becomes available and/or lease expire, it may convert some or all of the parcels to academic use. Those designated for possible academic use are the ones on the south side of Welch Road (adjacent to the medical center) plus the parcel on the north side on which the Stanford Blood Center is located.

Since 1980, no new development has been approved for the Welch Road properties. The City is presently processing an application for a 25,150 square foot addition to the building at 1101 Welch Road.

Hospitals

There are three hospital facilities in the Sand Hill Road Corridor. The largest is the Stanford Hospital which is approached from Pasteur Drive. Physically separated, but still a part of Stanford Hospital, is the Hoover Pavilion off Quarry Road. Children's Hospital, between Sand Hill Road and the creek, is the third facility. It also has close ties to Stanford Hospital. Plans are now being developed to build a new Children's Hospital immediately adjacent to Stanford Hospital and to transfer functions from the present facility.

Stanford Hospital is located on 43.26 acres of land. It is a part of the Stanford Medical Center which also includes the Stanford University Medical School, which is in unincorporated Santa Clara County (as is the rest of Stanford University). This report discusses only the hospital portion of the Medical Center. There is presently 1,155,250 square feet of development at the hospital. Stanford has received City approvals to build an additional 409,430 square feet. (This is the net increase resulting from construction of nursing pods referred to as the Hospital Modernization Program--390,000 square feet, and the 3rd nursing pod--83,280 square, and the demolition of the administrative annex, which is 22,992 square feet). Total development, existing and approved, is 1,564,680 square feet. An additional 319,770 square feet is allowed under the PF (Public Facility) zoning. Stanford's proposed Children's Hospital will consume about 200,000 square feet of that, if approved.

Hoover Pavilion, an old 85,130 square-foot facility, presently has limited in-patient use. With the completion of the additions to Stanford Hospital, the in-patient services will be transferred to the main hospital and the vacated space will be used for out-patient services and administrative support functions. Hoover Pavilion is located on a 9.92-acre site and has the potential to add 346,985 square feet. Approval of additional floor area would require a use permit.

Children's Hospital is an 185,000 square-foot facility located on a 26.29-acre site. There is the potential to build an additional 960,192 square feet, but approval would require a use permit. If a new Children's Hospital is built, the buildings on this site would be vacated. A future use has not been proposed.

Residential Sites

There are two sites zoned for multiple-family housing. The smaller, 4.3-acre site at 1101 Welch Road is to be developed with 150 units. Construction is just beginning. The larger, 45.2-acre Stanford West site has the potential for 1,639 units under its RM-4 zoning. In 1983, Palo Alto approved an Environmental Impact Report for the development of 1,100 units on the Stanford West site. There has been no action toward obtaining further approvals.

The existing and potential development in the Sand Hill Corridor is summarized below.

Table 13

Area 9
Sand Hill Road Corridor

Locations	Existing Floor Area (Square Feet)	FAR	Remaining Development Potential (Square Feet)
Stanford Shopping Center	1,331,340	.37	8,031,340
Gas Station parcel	2,640		60,360
Stanford Barn	45,530	.26	0
Welch Road Offices	385,150	.32	524,040
Stanford Hospital	1,564,680*	.83	319,770
Hoover Pavilion	85,130	.20	346,980
Children's Hospital	185,000	.16	960,190
	<u>3,599,470</u>		<u>10,242,680</u>
Stanford West	0		1,639 units
1100 Welch Road	0		150**units

*Includes approved new floor area, which is not yet built.

**Approved

Development Scenarios

Development alternatives for the Stanford Shopping Center should consider various incremental increases in the floor area at the shopping center, up to 500,000 square feet. These incremental increases could be achieved either by reducing the FAR or by assuming that the shopping center site area is reduced by the construction of the Willow Road extension and/or by the rezoning of creekside property to the Open Space zone. Incremental increases that could be considered are 50,000, 100,000, 200,000 and 500,000 square feet. As an example, an additional 100,000 square feet would be possible by reducing the FAR to 0.4 to 1 and assuming the site area of the shopping center remains at

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83.3 acres. Alternatively, the site area could be assumed to be reduced by about 11 acres and a higher FAR established with the same result - an additional 100,000 square feet.

For the Welch Road offices, a permanent reduction in the FAR to 0.5 to 1 should be considered.

For Stanford Hospital, one of the development scenarios should assume that Children's Hospital will be built, adding 200,000 square feet to the site.

For the Hoover Pavilion, future expansion and conversion to all medical office use could be considered. As an alternative, conversion to multiple-family residential use should also be evaluated.

For the Children's Hospital site, future expansion and conversion to another similar use, such as a convalescent hospital might be considered. Also, multiple-family housing could be considered for this site.

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